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**1952**

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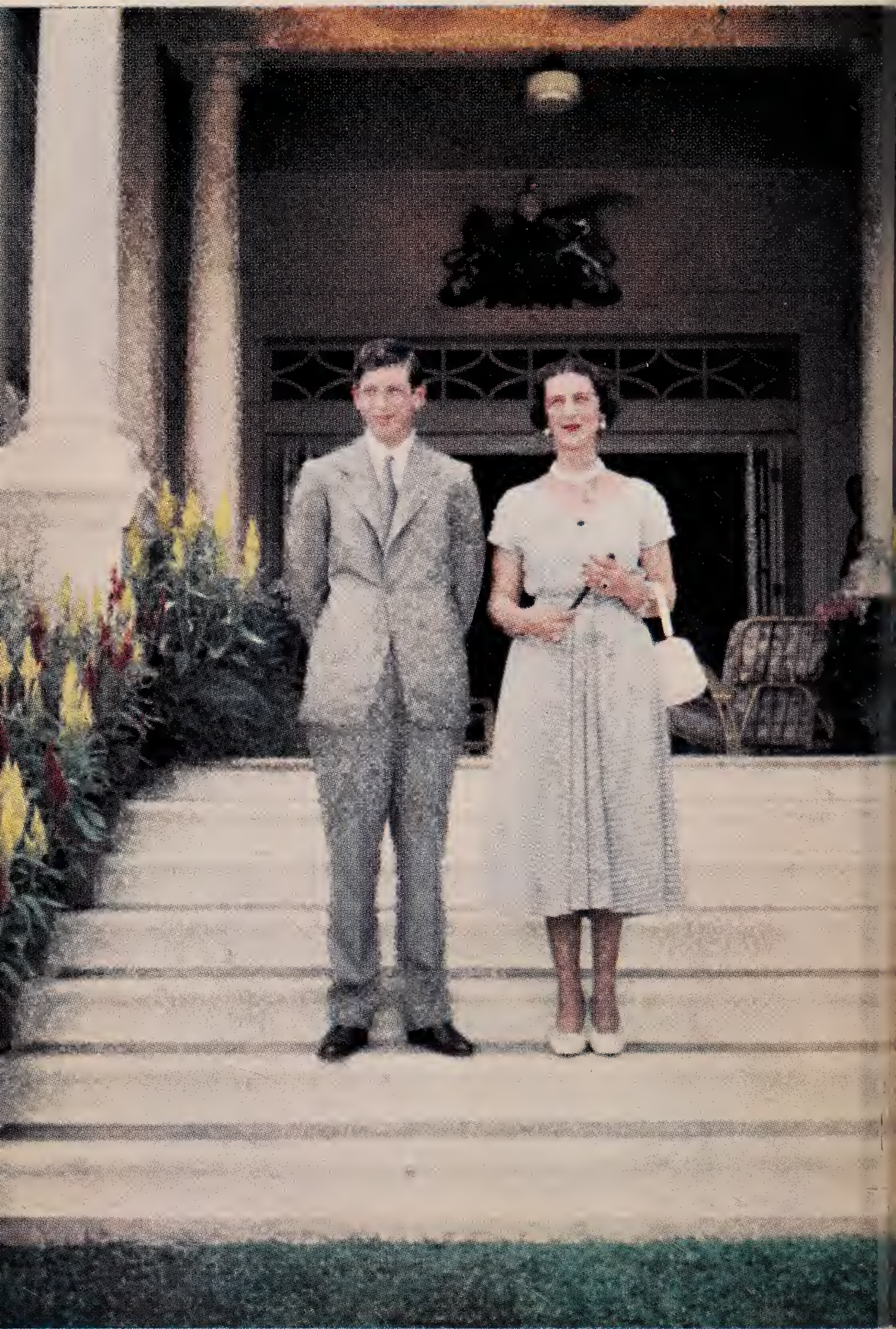


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# INTRODUCTION

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Their Royal Highnesses The Duchess of Kent and The Duke of Kent  
on the steps of King's House





# Federation of Malaya Annual Report 1952

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# THE HIGH COMMISSIONER FOR THE FEDERATION OF MALAYA

His Excellency General Sir Gerald Walter Robert Templer, G.C.M.G.,  
K.C.B., K.B.E., D.S.O., A.D.C.

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## THE RULERS OF THE MALAY STATES

### *THE SULTAN OF JOHORE*

Major-General His Highness Sultan Sir Ibrahim ibni Al-marhum Sultan Abu Bakar, D.K., S.P.M.J., G.C.M.G., K.B.E. (Mil.), G.B.E., G.C.O.C. (I).

### *THE SULTAN OF PAHANG*

His Highness Sultan Sir Abu Bakar Ri'ayatu'd-Din Al-muadzam Shah ibni Al-marhum Al-mu'tasim Bi'llah Sultan Abdullah, G.C.M.G.

### *THE YANG DI-PERTUAN BESAR OF NEGRI SEMBILAN*

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### *THE SULTAN OF KEDAH*

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### *THE SULTAN OF KELANTAN*

His Highness Tengku Sir Ibrahim ibni Al-marhum Sultan Mohamed IV, D.K., S.P.M.K., S.J.M.K., K.C.M.G.

### *THE SULTAN OF TRENGGANU*

His Highness Sultan Sir Ismail Nasiruddin Shah ibni Al-marhum Sultan Zainal Abidin, K.C.M.G.

### *THE SULTAN OF PERAK*

His Highness Paduka Sri Sultan Sir Yussuf 'Izzuddin Shah ibni Al-marhum Sultan Abdul Jalil Radzillah Hu-'an-hu, K.C.M.G., O.B.E.





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## *Introduction*

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### THE EMERGENCY

Upon the return of the Secretary of State for the Colonies to the United Kingdom in December, 1951, the six-Point plan reported in the Annual Report for that year was put into immediate operation and, in January, 1952, the appointment was announced of General Sir Gerald Templer, K.C.B., K.B.E., C.M.G., D.S.O., to be High Commissioner and Director of Operations. At the same time the appointment of Deputy High Commissioner was created by the amendment of Clause II of the Federation of Malaya Agreement, 1948, and Mr. D. C. (now Sir Donald) MacGillivray, C.M.G., M.B.E., formerly Colonial Secretary, Jamaica, was selected for this post. General Templer and Mr. MacGillivray arrived in Malaya on the 7th February.

In February, Mr. W. N. Gray, C.M.G., D.S.O., resigned from the post of Commissioner of Police and was succeeded by Colonel A. E. Young, who was seconded from the City of London Police Force for an initial period of one year. In March, Mr. M. V. del Tufo, C.M.G., proceeded on leave prior to retirement from the post of Chief Secretary. With General Templer's assumption of duty as Director of Operations, General Sir Rob Lockhart, K.C.B., C.I.E., M.C., became Deputy Director of Operations, in which post he was parallel in operational matters to Mr. D. C. MacGillivray, the Deputy High Commissioner, in administrative and political matters.

The Secretary of State's directive issued to General Templer on his appointment fell into five main parts. The primary task was the restoration of law and order, while the main objectives were the welding of a united Malayan nation, the promotion of such political progress as would further true democratic aims, the ensuring that the attainment of these ideals did not involve the sacrifice by any community of its traditions, culture and customs and assistance to the Malays to play a full part in the economic life of the country.

The High Commissioner, shortly after his arrival, decided that three matters were to have absolute priority. These were:

- (a) the organisation and training of the Police Force, including the Special Constabulary;
- (b) the improvement of the Intelligence organisation;
- (c) the improvement and expansion of the Information Services.

The steps taken to achieve these ends are described in greater detail later in this report, but the effect on the public of the energetic tackling of these essential tasks was apparent within a few months and by the middle of the year there had been a definite rise in morale among all communities. Special schemes were devised by which members of the public could give information to the authorities without risk of terrorist reprisals on themselves or their relatives and this brought about a much needed increase in the amount of information available to the Security Forces. Morale continues to improve during the second half of the year and this was assisted by a marked decline in terrorist activity.

In 1951 the monthly average of incidents was 507 but during the first six months of 1952 the average fell to 428 and over the last six months it fell still further to 194. The monthly average for the whole year was 311.

There was a steady downward trend in the number of attacks against estates and mines, the number falling from 138 in February to 73 in July and 10 in December. The number of rubber trees slashed showed the most remarkable fall of all. In February 70,000 trees were slashed, in July the figure dropped to 46,000 and in December only 600 trees were damaged.

Large scale resettlement of the rural population (described in more detail on page 14), accompanied by further food control measures, disrupted the Communist organisation responsible for obtaining supplies and for maintaining pressure on the civil population by intimidation. These administrative measures, supported by a framework of Army and Police designed to cover the maximum area, robbed the M.C.P. of the initiative.

Certain major organisational changes were made at Federal Government Headquarters early in the year. The principle was enunciated by the High Commissioner that the Emergency could not be dealt with as something unconnected with the ordinary functions of Government, but that it was the concern of everyone both in Government service and outside it. In accordance with this principle the Federal War Council was abolished and its responsibilities transferred to the Federal Executive Council which became the sole policy-making body for the Federal Government. The Director of Operations' staff was reorganised and expanded to include a combined Emergency Planning Staff consisting of an officer from each of the Malayan Civil Service, the Police and the Army, and also a Co-ordination and Liaison Section with the same composition. These additions to the staff made it possible to ensure that the civil



administration aspect of all planning, as well as the purely security aspect, received full consideration. In addition a small Operational Research Section was established with a view to exploiting success and eliminating causes of failure. The Section has also been given the task of evaluating new ideas and examining how scientific methods and equipment can be applied to assist in the Emergency.

As the "shooting war" receded, the importance of winning the hearts and minds of the people and rallying them in active support of the Government against Communist terrorism by concrete measures for social, economic and political advance was given greater emphasis. These measures are described elsewhere in this report. They included the recruitment of teams of trained nurses and welfare workers by the Red Cross and St. John organisations and by missionary bodies for work in kampongs and new villages, the passing of legislation providing for elected Local Councils, a big expansion of the activities of the Rural and Industrial Development Authority, the holding of civics courses for many different groups of people both in Government service and outside it and the establishment of Women's Institutes. Full use of the expanded Information Services was made to bring the news of what Government was doing to the people.

## THE PERIOD OF REORGANISATION

### *The Police*

During the year, Colonel Young instituted a major reorganisation of the Police Force. Federal Police Headquarters, was divided into five departments with a Senior Assistant Commissioner in charge of each. This arrangement gave more responsibility to Staff Officers at Police Headquarters and allowed the Commissioner to free himself of the detailed work and to devote himself to his primary task of directing and co-ordinating a policy for the Force.

The post of Deputy Commissioner of Police (Field) was established to facilitate close liaison between Chief Police Officers in the States and Settlements and Federal Police Headquarters. To strengthen Federal Police Headquarters, eleven suitably experienced Army Officers were seconded to the Police Force to fill posts for which qualified Police Officers were not available.

In accordance with the High Commissioner's decision that the training of the Police should have absolute priority, new training establishments were formed and, despite the difficulty of withdrawing officers and men from operational duties, the necessary training staffs and students for courses of various kinds were found, including

courses for Special Constables. This policy was already beginning to pay dividends by the end of the year in increased efficiency and improved morale. Comprehensive courses of training for Special Branch personnel were arranged.

The new Police Ordinance was passed in March, 1952, and brought into effect in November. It is the legal framework within which the Federation Police can be reorganised on a permanent basis. Provision has been made in the Ordinance for converting the Auxiliary Police, who had been constituted under the Emergency Regulations, into a Police Volunteer Reserve.

Schemes for the discharge and reabsorption into civil life of Special Constables with five years service were approved during the year and will start coming into effect early in 1953. It is proposed to reduce the strength of the Special Constabulary by some 8,000 during 1953. In addition to financial and other benefits which will be given at the time of release, schemes for the vocational training of discharged Special Constables and for their employment in agricultural and other schemes have been prepared. It is thought that about 5,000 men will wish to be resettled on the land.

To compensate for the reduction in numbers of Special Constables, whose role in the past has largely been one of static defence, Area Security units have been formed to take offensive action against the terrorists wherever they may be found.

On 15th December the Commissioner of Police launched "Operation Service" which is designed to bring about a new relationship of friendship and trust between the public and the Police and to establish the Police as a body which will win the respect and esteem of all communities. The campaign is also aimed at securing the support and co-operation of the public in order that the police may do their job more effectively.

#### THE INTELLIGENCE SERVICES

The reorganisation of the Intelligence Services in the Federation of Malaya was one of the early tasks which engaged the attention of the new High Commissioner, General Sir Gerald Templer. Under his direction and with the concurrence of the Secretary of State for the Colonies, a Director of Intelligence was appointed on the 1st April, 1952, to be responsible to the High Commissioner for co-ordinating the activities of the various intelligence agencies of the Armed Services, the Police and other Departments. Civil and military staffs were closely associated for the collation, appreciation and exploitation of strategic and tactical intelligence.



### THE INFORMATION SERVICES

At the beginning of the year there were separate departments of Government responsible for disseminating information. They were the Department of Information, the Emergency Information Services, the Malayan Broadcasting Service, which was a pan-Malayan department covering also Singapore, and the Malayan Film Unit.

In order to undertake a campaign of psychological warfare against the terrorists, greater economy of effort was required and the post of Director-General of Information Services was created, the holder of which would be responsible for co-ordinating the work of all these departments. The post was filled by Mr. A. D. C. Petersen, who assumed duty in October, 1952, and a large expansion of the Department's activities was planned. More detailed information is contained in Chapter XII.

Early in 1952, it was clear that the Government measures to combat terrorism were causing uneasiness amongst the executives of the Communist Party and its supporters, and it was decided that an intensified effort must be made to exploit the dissension which was manifesting itself within the Communist ranks. Leaflets were dropped in the jungle and talks given by public address units in rural areas. Defectors from the Party, whose numbers were slowly but steadily on the increase throughout the year, played a prominent part in telling the story of the M.C.P.'s failure. They organised their own dramatic troupes, wrote their own plays and arranged tours.

In May, the Standing Committee on Finance approved an establishment of 20 posts to take over Emergency Information work from the former part-time Officers.

Towards the end of the year, despite internal purges among the Communists to remove those elements suspected of wavering and of intending to desert, desertions increased. In December, Communist deserters reached a record figure of 35 and brought the total number of defectors throughout the year to 254.

### THE ROYAL NAVY

Throughout the year the Royal Navy continued to give its support to operations on the Malayan coasts. The main task was the maintenance of patrols on both the East and West coasts in aid of the Security Forces. Over 1,000 craft were stopped and searched for the illegal traffic of men, arms and goods. These patrols have been carried out mainly by six Seaward Defence Motor Launches which spent on an average 135 days at sea and steamed an aggregate of 91,000 miles.

Landing Craft Assault have also been employed on the rivers for short periods.

39 bombardments by destroyers, frigates and minesweepers and five air strikes from carriers were carried out in support of the Army and the Police.

In all these operations the Royal Malayan Navy has played an increasing and effective part.

### THE ARMY

The Army remained fully deployed throughout the year in its primary task of bringing to battle and destroying the Communist terrorists.

Maj.-Gen. R. W. Urquhart, C.B., D.S.O., G.O.C., Malaya, left in June, 1952 and Maj.-Gen. (now Lt.-Gen.) Sir Hugh Stockwell, K.B.E., C.B., D.S.O., assumed Command.

Early in the year the Royal Marine Commando Brigade which had served in the Federation since May, 1950, left for Malta. Their place in Perak was taken by 48th Gurkha Infantry Brigade which in turn was relieved in Pahang by the newly formed 1st Malay Infantry Brigade.

Following this reorgainsation, the security forces were augmented by the arrival from East Africa of the 1st and 3rd Battalions of the King's African Rifles who commenced operations in the Bentong and Triang areas of Pahang respectively.

A further reinforcement in January was provided by the 1st Battalion the Fijian Infantry Regiment which included officers and N.C.Os. from New Zealand. This unit was deployed initially in Negri Sembilan.

The 1st Battalion The Green Howards completed their tour in the Federation in October and moved to the United Kingdom.

Several major changes in the military chain of command were made during the year. The first of these was the replacement of the former Headquarters South Malaya District by Headquarters 17th Gurkha Infantry Division which was established in Johore in September.

Under this reorganisation the new Division took over control of 99th Gurkha Infantry Brigade (a new formation established in South Johore), 26th Gurkha Infantry Brigade in North Johore and administrative responsibility for 63rd Gurkha Infantry Brigade in Negri Sembilan and Malacca.

The remaining units in the Federation were then regrouped in the following formations :

- (a) North Malaya Sub-District in Kedah, Perlis, Province Wellesley and Penang.
- (b) 18th Infantry Brigade in Selangor.
- (c) 48th Gurkha Infantry Brigade in Perak.
- (d) Malay Infantry Brigade in Pahang.





*Army P.R. Photograph*

*Types of country in which military operations are carried out*

*P.R. Photograph*









63rd Gurkha Infantry Brigade, although an integral part of 17th Gurkha Infantry Division remained under direct control of H.Q. Malaya for Operations.

As a subsidiary part of the change over, the Headquarters, Brigade of Gurkhas, was established in Taiping and combined with North Malaya Sub-District.

93rd Field Battery Royal Artillery has been actively employed in support of infantry operations.

The 12th Royal Lancers (The Prince of Wales's) and the 13th/18th Hussars (Queen Mary's Own) have been continuously employed on escort duties and road patrols.

Dyaks from Sarawak continued to give valuable service as trackers attached to Infantry Battalions. As an experiment, two fighting platoons were organised and after one month's training took part in limited operations against the terrorists. The experiment was a success and one platoon killed six terrorists.

The experiment of using dogs to aid military patrols was completed and it has been decided to employ 12 patrol dogs and 4 tracker dogs in each Infantry Battalion. The training of dogs and handlers to provide this scale is progressing.

The 22nd Special Air Service Regiment (formerly the Malayan Scouts) in addition to other operations, executed operational parachute descents in the North of the Federation. The Regiment developed a new technique for parachuting into jungle and rubber. Plans were made for the employment of the Regiment and other troops in operations with the S. 55 helicopters which were due to arrive in the country at the beginning of 1953.

The army suffered the following casualties during 1952 :

		Killed.		Wounded.		Missing.		Total.
British Officers	...	8	...	15	...	—	...	23
„ Other Ranks	...	39	...	75	...	—	...	114
Gurkha Officers	...	2	...	2	...	—	...	4
„ Other Ranks	...	12	...	45	...	—	...	57
Malay Officers	...	—	...	5	...	—	...	5
„ Other Ranks	...	9	...	12	...	—	...	21
African Officers	...	—	...	—	...	—	...	—
„ Other Ranks	...	6	...	5	...	—	...	11
Fijian Officers	...	—	...	—	...	—	...	—
„ Other Ranks	...	—	...	4	...	—	...	4
Iban Trackers	...	1	...	1	...	—	...	2
Total	...	<u>77</u>	...	<u>164</u>	...	<u>—</u>	...	<u>241</u>

## THE ROYAL AIR FORCE

The Royal Air Force continued with their work of harassing the enemy and supporting ground force operations. During the year nearly 700 targets were attacked and nearly 4,000 offensive sorties flown. Over 4,000 tons of bombs, 10,000 rockets and two million rounds of ammunition were expended.

Cultivation areas were under constant observation from Austers and were frequently attacked by strike aircraft. A major air attack was made on enemy cultivation areas in West Pahang in February but no assessment of the damage caused was possible.

Many flights were made as escort to ground convoys and it is significant that none of them met with any interference.

The offensive support was provided by R.A.A.F. Lincolns and R.A.F. Sunderlands, Brigands, Hornets and Vampires. The transport support role was met by R.A.A.F. Dakotas and increasingly by R.A.F. Valettas. The R.A.A.F. Dakota Squadron was withdrawn from Malaya in December for duties elsewhere.

Supply-dropping aircraft continued their valuable work in all weathers. Over 1,500 tons were supplied to the ground forces, of which some 70 per cent. went into very small jungle clearings to maintain jungle patrols. These aircraft also dropped 12 million leaflets over known terrorist areas ; that these fell in the target areas was shown by the numbers of surrendered terrorists who were in possession of them on surrendering.

Most of the supply dropping was done from Kuala Lumpur, with the backing of aircraft based on Changi (Singapore). More than 16,000 passengers and nearly 2,000 tons of freight were carried in connection with the emergency during the year.

Helicopters distinguished themselves during the year. In the Belum valley operation alone they evacuated 33 casualties and 24 other personnel. At the same time another machine evacuated a complete patrol of the 1st Cameronians from the swamps of the Ulu Bernam where they were seriously threatened by rising waters ; three of their number had previously been evacuated on account of sickness. In all, the helicopters lifted 168 casualties—more than three times the figure for the previous year, despite the decreasing scale of security forces' casualties. This was made possible by an increase in the number of helicopters to five. So valuable had their work proved that arrangements were in hand at the end of the year to increase their number to nine and to obtain a naval squadron of six larger helicopters.

Experiments had been made for some time on "loud-hailer" aircraft ; finally a suitably equipped Dakota was borrowed from the



Americans in Korea. During a short period of trial, four surrenders were attributed to this aircraft, and it also had a valuable share in the rescue of a Vampire Pilot who had parachuted into thick jungle.

#### MAJOR OPERATIONS CARRIED OUT BY SECURITY FORCES

The following were some of the major operations carried out by the Services and Police against the enemy during the year:

(a) Operation "Habitual" (May/August) was mounted in the Kuantan Area of East Pahang and South Trengganu. Forces taking part were the 1st Battalion the 10th Gurkha Rifles, and three Federal Jungle Companies. In support were two Troops 12th Royal Lancers (Prince of Wales's), one Troop 93 Field Battery R.A., R.A.F., Police and Home Guards. The effect of this operation was severe disruption of the 7th Regiment of the Communist terrorist armed forces and its attendant terrorist supply organisation. The incident rate in this area fell to practically nil.

(b) Operation "Helsby" (February/March) was mounted against the Communist terrorist organisation in the Belum Valley in North Perak. This was the first operation in which parachute troops were used. Forces engaged were three Squadrons 22nd Special Air Service Regiment, one of which parachuted into the area, and 9th Federal Police Jungle Company. In support were the R.A.F., 40 Commando Royal Marines and Police.

The whole of the terrorist dominated civil population was successfully evacuated and crops grown for the terrorists were destroyed.

(c) Operation "League" (April/May) was mounted in North West Pahang. Forces taking part were three Squadrons of 22nd Special Air Service Regiment. In support were the R.A.F., two companies of the 5th Battalion the Malay Regiment, and Police. Many cultivation areas and camps were located and destroyed and about 450 aborigines, who had been forced to cultivate food for the terrorists, were evacuated.

(d) Operation "Hive" (August/October) in Seremban District of Negri Sembilan. Troops taking part were the 1st and 2nd Battalions the 7th Gurkha Rifles, and two Squadrons of 22nd Special Air Service Regiment. In support were the R.A.F., one Company the Gordon Highlanders, one Company 1st Battalion the Fiji Infantry Regiment, one Troop of 93rd Field Battery R.A., and Police. The



Communist terrorist organisation in the area was disrupted and many known executives and sympathisers were arrested.

- (e) Operation " Hammer " in the Kuala Langat Area of Selangor started with strict food control, intended to deny the terrorists their normal food supplies. This would eventually drive them into the open. The operation which started in October and continued into 1953 resulted in severe casualties to the 1st and 2nd Platoons of the 4th Company 1st Regiment of the Communist terrorists armed forces and the virtual destruction of the Communist terrorist organisation in the area.

Troops taking part were the 1st Battalion the Suffolk Regiment, who were responsible for most of the terrorist casualties, and, in support, the R.A.F. and one Company of the 1st Battalion the Worcestershire Regiment, one Squadron of 22nd Special Air Service Regiment and Police.

*Notable Successes during the year included :*

- (a) The killing of an entire gang of five terrorists in the Rawang District of Selangor by the 1st Battalion The Queen's Own Royal West Kent Regiment, in February.
- (b) In the same area, 42nd Commando Royal Marines killed an entire gang of five terrorists, also in February.
- (c) Seven terrorists were killed and one wounded in the Rembau area of Negri Sembilan, by the 1st Battalion the Green Howards, in June.
- (d) Six out of eight terrorists contacted were killed by the 1st Battalion the 6th Gurkha Rifles, in the Grik area of Perak in June.
- (e) In the Tangkak area of Johore in August a combined patrol of Police and 2nd Battalion the 10th Gurkha Rifles killed six and captured three terrorists.
- (f) The killing by the 1st Battalion the 7th Gurkha Rifles, of six terrorists, including two Branch Committee Members, in the Seremban district of Negri Sembilan in October.
- (g) During the year the 1st Battalion, The Suffolk Regiment killed first Long Pin, a Selangor State Committee Member and Commander of the 1st Regiment of the Communist Terrorist Armed Units and later they also killed the notorious bearded terrorist Liew Kon Kim, the Commander of the 4th Company of the 1st Regiment of the Communist Terrorist Armed Units.

## CASUALTIES

In spite of the reduction in overt terrorism and the consequent difficulty of contacting the enemy, the Security Forces continued to inflict casualties at a rate slightly in excess of the average figure for 1951. During the year, 1,868 contacts were made by Security Force patrols compared with 1,911 in 1951. A total of 1,822 casualties were inflicted, of which 1,094 were killed, 605 wounded and 123 captured. Of special importance was the elimination of a significant number of party members ranking as Branch Committee members and above.

In 1951 the terrorists were able to show a profit on small-arms gained and lost ; in 1952 they showed a net loss.

Casualties suffered by the civilian population and Security Forces during the years 1951 and 1952 were :

	Killed			Wounded			Missing	
	1951	1952		1951	1952		1951	1952
Civilian ...	532	342	...	357	158	...	135	132
Police ...	381	207	...	426	280	...	3	5
Military ...	124	77	...	237	164	...	—	—

The establishment of nearly a quarter of a million men included 5,000 Operational Home Guards to co-operate with the Security Forces in sections of twelve. They were to be uniformed, well-armed and specially trained. Their value would lie in their knowledge of their own countryside and in the offensive element they would introduce into an otherwise defensive force.

The next objective was to give an impetus to training. In each State and Settlement, Training Centres were built to train between 100 and 300 men a month, according to the size of the Home Guard. The Army helped in staffing these centres until Home Guard permanent staff instructors were capable of undertaking the task unaided.

The intention was to pass through these schools all permanent staff training officials, all operational sections, and the Home Guard Commanders of all Companies and Platoons, so that there would be sufficient men on the ground who had learnt both how to train Home Guards in Kampongs and New Villages and what to teach them.

The re-organisation took effect on June 1st, 1952. By the end of the year much progress had been made. Some thousands had passed through the Training Centres ; about 60 per cent. of the officers had arrived from the United Kingdom and Australia and about 75 per cent. of the first requirements in weapons had arrived.

Pilot schemes have been started with Tamil Home Guards on selected rubber estates.



An important undertaking was started in the Kinta Valley. It was decided to form a full-time Chinese Home Guard to afford protection to this rich tin mining area in a rectangle of some 400 square miles. Assistance in this undertaking was given by the Perak Chinese Mining Association.

A Training Centre for the Kinta Valley Home Guard was built at Batu Gajah ; Chinese Officers and N.C.O.s were recruited and then trained by the Army. Groups of 300 young Chinese were then recruited and passed through the Centre under the instruction of their own Chinese Officers and N.C.O.s.

By the end of the year, 15 platoon posts were established in the Kinta Valley and patrolling, day and night, took place to secure the mines in adjacent areas.

The scheme had its difficulties, but, by the end of the year, the Kinta Valley Home Guard had begun to be firmly established. Contacts with the terrorists were not infrequent ; discipline and morale were improving. The effectiveness of the force was reflected in the comparative lack of incidents in the area and in the increased confidence of miners.

Early in 1952 it was decided to re-organise the Home Guard so as to make it an effective body of men guarding their homes throughout the country and giving all possible assistance to the security forces.

A State or Settlement Home Guard Officer, with Assistants, was appointed to administer Home Guards and an Inspector-General was appointed to co-ordinate organisation and training.

#### RESETTLEMENT

The task of grouping people under the Briggs Plan into compact areas where effective administrative control could be exercised continued throughout the year. At the end of the year there were 509 new villages in the Federation with a total population of 461,822 persons (men, women and children). During the year, 56 additional new villages had been established and some 60,124 people resettled.

The staff employed solely for the purpose of administering the new villages consisted of 85 Resettlement Supervisors and 333 Assistant Resettlement Officers.

During 1950 and 1951 the total cost of resettlement and regrouping had been approximately \$41 millions. In 1952, a further \$30 millions was made available of which approximately \$19 millions was spent during the year. This increased expenditure was partly for new resettlement and regrouping purposes and for defensive measures such as fencing, and partly for economic, social and civic development



of the new villages which had been established in the previous two years. Development was concentrated mainly on education, health, agriculture and public works (village halls, markets, drains, roads and water supply schemes) but, in addition to these measures, there was the work of the missionaries and of various voluntary organisations such as the Red Cross, the St. John Ambulance Brigade, the Boy Scouts and the Girl Guides.

#### CIVICS COURSES

Starting in Malacca, where they were a great success, courses in civics were arranged to give persons from new villages and kampongs in outlying areas an insight into the workings of the Government. These were later extended to all States and Settlements. Representative villagers came to the State or Settlement capital, where they were accommodated for a week or more. They were addressed by Heads of Government Departments, and visited Government Institutions such as Schools, Hospitals, Home Guard Training Camps and Agricultural Experimental Stations. These courses proved to be valuable in fostering a sound relationship between Government Departments and people, many of whom had little idea of the services that were available for their benefits.

Courses on similar lines were arranged for certain categories of Government Officers such as Penghulus and subordinate Police Officers, and at Taiping more advanced courses were held at a residential school of instruction for Resettlement Supervisors, Assistant Resettlement Officers and the like. One course was held for newly arrived expatriate officers and plans were in an advanced stage at the end of the year for holding a series of courses for officers in Division II of the Public Service with an occasional course for officers in Division I.

#### CHINESE AFFAIRS

During the year there has been much improvement in the attitude of the Chinese rural population towards the Government. Most of them have begun to realise that the Government of the Federation is not merely "the Government" but "their Government". Village Elections have been organized and liaison between the Malayan Chinese Association and Government has been maintained, and has helped to influence Chinese opinion.

The Malayan Chinese Association has continued to give increasing help to the New Villages and money has been spent on Schools, community halls, and other amenities. More recently the Malayan Chinese Association has voted money for the improvement of adult education, and classes have been set up in many villages.

The expansion of the Chinese Affairs Officers Service and the Assistant Chinese Affairs Officers Service has been slower than had been hoped, mainly owing to the difficulty in finding candidates qualified in both English and Chinese. It is unfortunate that the Chinese Middle School boy cannot normally be accepted into this service through lack of English education. Most of the persons selected for the Service were in other Government employment, and could not be released until replacements were found. But by the end of the year 28 out of the possible 52 vacancies for Chinese Affairs Officers had been filled, and a start had been made in recruiting Assistant Chinese Affairs Officers. These Officers, most of whom will be attached to the District Offices, are likely to be an important factor in completing the plan for bringing the Malayan Chinese completely within the district administration.

The impetus to recruit more Chinese into the rank and file of the uniformed regular Police has been an important move during the year, for there is still friction between Chinese villagers and village policemen which is due in part to the lack of a common language. Despite the efforts of all concerned, the number of Chinese recruits obtained has been disappointing.

The Department of Chinese Affairs has worked towards better relations between the Malays and the Chinese, and has taken part in forming liaison Committees in the States. The Department has also been closely connected with the Government Officers' Language School at Cameron Highlands in which Chinese dialects are taught to Government Officers. A number of Malays and Indians (and even a few Chinese) have attended these courses, and their success in their examinations has fully justified the experiment. When they return to their normal work they will be able to help bring their own community into close touch with the Malayan Chinese.

Chinese-speaking Malayan Civil Service Officers have continued to assist the Education Department by inspecting Chinese Schools. It is essential that the Malayan Chinese school children should be taught loyalty to Malaya, and there is scope for the improvement of teaching methods in many schools.

#### DETENTION, REPATRIATION AND REHABILITATION

At the end of 1951 there were 7,077 persons detained under Emergency Regulation 17 with an additional 458 dependants. At the end of 1952 the corresponding figures were 3,492 detainees and 512 dependants.

Of these 4,004 persons detained at the end of December, 1952, 1,019 were subject to orders by the High Commissioner in Council



under Emergency Regulation 17C to leave and remain out of the Federation but had not yet left the country.

During the year, 2,662 detained persons and 2,459 dependants were repatriated under Emergency Regulation 17C to China and 156 detained persons to India.

The power vested in the High Commissioner by Emergency Regulation 17D to arrest and detain all persons in a specified area was used once in 1952. Sixty-two persons were so detained. At the end of the year four persons were held in custody under this regulation ; the remainder had either been released or placed under individual orders of detention. During the course of the year, 578 Chinese detained men were unconditionally released after a period of vocational and other training at the Taiping Rehabilitation Centre. On 5th May, 1952 a Rehabilitation Centre was opened at Morib for the vocational and other training of Malay detained men with a view to their unconditional release after the completion of such training. The centre can accommodate 120 detained persons. By the end of 1952, 70 Malay detained persons had been released from the centre.

In August, 1952 a rehabilitation centre was opened at Majeedi for female detained persons of any race and at the end of the year 75 females were receiving training in the centre with a view to their release early in 1953.

The arrangement whereby young male detained persons were accommodated at the Sir Henry Gurney School, Telok Mas, was continued.

#### LEGISLATION

The following were the principal amendments to the Emergency Regulations during the year :

- (i) Provision was made to punish persons for giving false information to members of the Forces or of the police or for giving false evidence. (Emergency Regulation 8A).
- (ii) Emergency Regulation 17EA was extensively revised, and was extended to permit of the making of "food prohibited areas" in addition to the existing power to make "food restricted areas", and to permit State and Settlement executive officers to declare rations in prescribed areas.
- (iii) State and Settlement executive officers were given power to prescribe danger areas, to be demarcated on the ground. Within these areas no persons, other than members of the security forces on duty, were permitted at the risk of their lives. (Emergency Regulation 19A).



- (iv) State and Settlement executive officers were given power to declare any fence or barrier surrounding any area to be a perimeter fence, to cross or damage which, or to pass any article over or through which, except at a gate, is an offence ; and defensive measures, extending to danger to life, may be taken to prevent such activities. (Emergency Regulation 19B).
- (v) Power was taken to stop, board and search vessels. (Emergency Regulation 30A).
- (vi) State and Settlement executive officers were given power to require the inhabitants of any place to take protective measures against terrorism or repair damage caused by terrorism. (Emergency Regulation 44A).

The Emergency (Proclamation of Terrorists) Regulations, 1952, provide for the public proclamation, upon the order of a Magistrate after an inquiry, of persons believed to be terrorists, and for the declaration by a President of a Sessions Court that such persons are terrorists.

#### SECURITY

The Colonial Office Security Officer for Overseas Duties visited the Federation of Malaya early in the year and it was decided to establish a Security Section within the Defence Secretariat. The Section is to be responsible for examining and keeping under constant review all aspects of protective security, with special reference to the safeguarding of classified documents in Government offices.

An Officer was appointed to take charge of the Security Section who, after a course of specialist training in the United Kingdom, assumed duty in Malaya in October, 1952. The work of the Security Officer is co-ordinated with that of other security agencies of the civil administration and the Armed Services. A security campaign embracing the State and Settlement Governments and certain public bodies representing industry and commerce was launched towards the close of the year.

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PART ONE

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# Chapter I

## THE PEOPLE

### Part I

#### POPULATION

The estimated population of the Federation of Malaya at mid-year, 1952, was 5,506,447, of whom 2,865,724 were males and 2,640,723 were females. This represents an increase of 169,225 on the total mid-1951 figure.

The following comparative table (which takes migration into account) shows the estimated population of the Federation as a whole and by race for the mid-years 1948 to 1952 and compares it with the population enumerated at the last two census takings :

Mid-year.		Total Population.	Malaysians.	Chinese.	Indians and Pakistanis.	All others.
1931*	...	3,787,758	1,863,872	1,284,888	570,987	68,011
1947*	...	4,908,086	2,427,834	1,884,534	530,638	65,080
1948 ...	...	4,987,427	2,457,014	1,928,965	536,646	64,802
1949 ...	...	5,081,848	2,511,520	1,952,682	550,684	66,962
1950 ...	...	5,226,549	2,579,914	2,011,072	564,454	71,109
1951 ...	...	5,337,222	2,631,154	2,043,971	586,371	75,726
1952 ...	...	5,506,447	2,716,899	2,092,218	617,257	80,073

#### RATES OF INCREASE

The annual rates of increase per 1,000 of the population for the years 1948 to 1952, based on the foregoing figures, are shown in the following table. The 1948 rates have been computed on the 1947 Census figures while the rates for the years 1949 to 1952 were computed on the estimated mid-year populations for 1948 to 1951 respectively :

year.		Total Population.	Malaysians.	Chinese.	Indians and Pakistanis.	All others.
1948 ...	...	16.2	12.0	23.6	11.3	—4.3†
1949 ...	...	18.9	22.2	12.3	26.2	33.3
1950 ...	...	28.5	27.2	29.9	25.0	61.9
1951 ...	...	21.2	19.9	16.4	38.8	64.9
1952 ...	...	31.7	32.6	23.6	52.7	57.4

\* According to the Census.

† Decrease.

## DISTRIBUTION

The estimated population as on the 30th June, 1952, was distributed by race group and territory as follows :

Territory.	Malaysians.	Chinese.	Indians and Pakistanis.	All others.	Total.
Penang ...	149,700	274,164	64,029	7,176	495,069
Malacca ...	138,814	106,779	23,160	4,067	272,820
Perak ...	410,069	492,866	163,009	10,510	1,076,454
Selangor ...	217,338	405,423	169,697	19,299	811,757
Negri Sembilan	127,184	128,628	46,179	5,776	307,767
Pahang ...	146,777	106,744	17,137	2,791	273,449
Johore ...	378,707	393,180	65,483	6,298	843,668
Kedah ...	421,639	129,631	59,073	12,163	622,506
Kelantan ...	441,504	25,105	5,784	9,169	481,562
Trengganu	223,697	16,769	1,833	590	242,889
Perlis ...	61,470	12,929	1,873	2,234	78,506
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	2,716,899	2,092,218	617,257	80,073	5,506,447
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>

## BIRTH AND DEATH RATES: RATES OF NATURAL INCREASE

The total number of births registered during the year was 244,624 and the number of deaths 75,020, giving an excess of 169,604 births over deaths. The births were 11,728 more than in 1951 and the deaths 6,610 less.

The numbers of births and deaths registered and the natural increase in each community during each half-year from 1947 to 1952 appear in Tables B, C and D on pages 25 and 26.

The annual crude birth and death rates and the yearly rates of natural increase per thousand of the population for the Federation as a whole and for each of the main race groups separately are shown in the

following three tables. These rates are calculated on the mid-year populations for 1947 to 1952 successively.

### BIRTH RATES

*(per thousand of population)*

Year.		Total Population.	Malaysians.		Chinese.		Indians and Pakistanis.		All others.	
1947*	...	43.0	...	41.4	...	44.0	...	49.1	...	22.0
1948	...	40.4	...	37.1	...	43.9	...	45.0	...	25.8
1949	...	43.8	...	43.2	...	43.6	...	48.9	...	31.7
1950	...	42.0	...	41.9	...	41.7	...	44.9	...	30.0
1951	...	43.6	...	44.9	...	41.9	...	45.5	...	30.8
1952	...	44.4	...	46.1	...	42.5	...	45.2	...	31.7

### DEATH RATES

*(per thousand of population)*

Year.		Total Population.		Malaysians.		Chinese.		Indians and Pakistanis.		All others.
1947*	...	19.4	...	24.3	...	14.3	...	15.8	...	11.8
1948	...	16.3	...	19.7	...	12.9	...	12.9	...	14.2
1949	...	14.2	...	16.6	...	11.7	...	12.3	...	14.2
1950	...	15.8	...	18.7	...	12.7	...	13.6	...	13.5
1951	...	15.3	...	17.3	...	13.4	...	13.3	...	11.3
1952	...	13.6	...	15.4	...	11.6	...	12.8	...	9.7

### RATES OF NATURAL INCREASE

*(per thousand of population)*

Year.		Total population.	Malaysians.		Chinese.		Indians and Pakistanis.		All others.	
1947*	...	23.6	...	17.1	...	29.7	...	33.3	...	10.3
1948	...	24.2	...	17.4	...	31.0	...	32.1	...	11.5
1949	...	29.6	...	26.6	...	31.9	...	36.6	...	17.5
1950	...	26.2	...	23.2	...	29.0	...	31.3	...	16.5
1951	...	28.3	...	27.6	...	28.5	...	32.2	...	19.5
1952	...	30.8	...	30.6	...	30.9	...	32.3	...	21.9

\* Calculated on population as ascertained at Census.



There is a slight decrease (.3 per thousand of population) in the birth rate for the Indian and Pakistani community while the birth rate for each of the other race groups has increased. At 44.4 per thousand of population, the birth rate is the highest since 1947.

There is a decline in the death rates for all races. Though at its lowest (15.4) since 1947, the Malaysians still have the highest death rate among all the communities.

The natural increase in the population as a whole for 1952 amounted to 169,604, which is 30.8 per thousand of the estimated mid-year population. The mean of the six rates from 1947 to 1952 is 27.1 per thousand.

#### INFANT MORTALITY

The trend of the Malaysian infant mortality rate is in a downward direction. At 101 per 1,000 live births it is the second lowest since 1947.

There was a considerable decrease in the Chinese infant mortality rate in 1952, which was 69 per 1,000 live births.

The rate for the Indian and Pakistani race group increased from 104 in 1951 to 108 in 1952. At 108 it is the second highest since 1947. For the first time the Indian and Pakistani infant mortality rate is the highest among all the races.

The rates for the last six years are as follows :

	1947.	1948.	1949.	1950.	1951.	1952.
Malaysians ... ..	129	111	93	121	108	101
Chinese ... ..	70	67	64	74	82	69
Indian and Pakistanis ...	99	88	85	114	104	108
All races ... ..	102	89	81	102	97	90

The distribution of infant deaths and births by main racial group (with the corresponding figures for 1951 shown in brackets) was as follows :

	Infant deaths (under the age of one year).		Births.	
Malaysians ... ..	12,697	(12,743)	125,208	(118,256)
Chinese ... ..	6,201	( 7,029)	88,974	( 85,629)
Indians and Pakistanis ...	3,032	( 2,785)	27,902	( 26,680)
Total population ...	22,026	(22,663)	244,624	(232,896)



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quay-side, Kuala  
Trengganu

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fting the net







An Oil-Palm Estate. The fruit on its way to the Kiln is transferred from a bullock-cart to a wagon of special design



TABLE A

# MIGRATION INWARD MIGRATION SURPLUS

RACE.	1948.		1949.		1950.		1951.		1952.	
	1st half year.	2nd half year.	1st half year.	2nd half year.	1st half year.	2nd half year.	1st half year.	2nd half year.	1st half year.	2nd half year.
Malaysians	...	...	...	...	...	...	...	...	...	...
Chinese	187	1,066	2,500	2,905	2,023	4,171	4,692	2,305	4,085	3,837
Indians and Pakistanis	2,593	19,527	18,788	4,672	2,645	6,083	18,765	7,404	4,856	4,932
All Others	5,355	1,334	4,435	979	4,251	5,120	1,115	6,355	5,434	12,925
	1,126	605	516	2,105	816	4,010	617	1,697	1,060	1,310
Total	4,075	21,322	25,207	641	2,813	1,124	25,189	2,953	5,723	13,140

TABLE B

# BIRTHS

Period.	Malaysians.		Chinese.		Indians and Pakistanis.		All others.		Total.	
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Total.
1st half 1946	19,239	17,667	36,906	18,814	16,262	35,076	4,095	3,786	7,881	42,371
2nd " 1946	24,208	22,408	46,616	23,228	20,851	44,079	6,340	6,129	12,469	54,058
1st " 1947	26,027	24,843	50,870	21,008	19,208	40,216	6,766	6,513	13,279	54,153
2nd " 1947	25,437	24,167	49,604	22,208	20,438	42,646	6,395	6,370	12,765	54,431
1st " 1948	21,716	20,517	42,233	20,928	19,102	40,030	5,706	5,307	11,013	48,725
2nd " 1948	25,007	23,925	48,932	23,350	21,352	44,702	6,872	6,424	13,131	55,543
1st " 1949	27,396	25,896	53,292	21,543	20,202	41,745	6,926	6,525	13,397	56,368
2nd " 1949	28,196	27,090	55,286	22,344	21,045	43,389	6,489	6,390	12,879	58,013
1st " 1950	28,969	27,660	56,629	21,216	19,683	40,899	6,289	6,201	12,490	57,232
2nd " 1950	26,062	25,482	51,544	22,427	20,504	42,931	6,522	6,509	13,031	55,281
1st " 1951	28,281	26,852	55,133	21,339	19,867	41,206	6,977	6,672	13,649	57,232
2nd " 1951	32,121	31,002	63,123	22,828	21,595	44,423	6,797	6,534	13,331	55,280
1st " 1952	31,307	29,427	60,734	21,930	20,838	42,768	6,797	6,534	13,331	56,728
2nd " 1952	32,969	31,505	64,474	23,777	22,429	46,206	7,306	7,265	14,571	62,550



TABLE C  
DEATHS

Period.	Malaysians.			Chinese.			Indians and Pakistanis.			All others.			Total.		
	Male.			Female.			Male.			Male.			Male.		
	Total.	Female.	Male.	Total.	Female.	Male.	Total.	Female.	Male.	Total.	Female.	Male.	Total.	Female.	Male.
1st half 1946	28,525	13,987	14,538	10,463	6,060	3,820	2,433	151	243	394	151	29,064	22,631	51,695	
2nd " 1946	31,660	15,164	16,496	10,211	5,824	3,031	2,242	141	236	377	141	29,974	23,371	53,345	
1st " 1947	30,074	14,542	15,532	8,882	5,198	2,471	1,933	175	197	372	175	27,082	21,848	48,930	
2nd " 1947	28,955	14,083	14,872	8,109	4,779	2,188	1,790	164	230	394	164	25,399	20,816	46,215	
1st " 1948	25,424	12,203	13,221	7,572	4,629	2,013	1,446	180	259	439	180	23,065	18,458	41,523 + 1	
2nd " 1948	22,970	10,864	12,106	8,013	4,710	1,931	1,534	180	308	488	180	22,358	17,288	39,646 + 2	
1st " 1949	21,182	10,140	11,042	7,314	4,378	1,935	1,321	288	288	468	180	20,579	16,019	36,598	
2nd " 1949	20,629	9,897	10,732	7,079	4,115	1,974	1,532	187	298	485	187	20,083	15,731	35,814	
1st " 1950	23,774	11,215	12,559	7,944	4,733	2,245	1,677	194	286	480	194	23,034	17,819	40,853	
2nd " 1950	24,510	11,708	12,802	8,147	4,787	2,127	1,645	185	300	485	185	23,376	18,325	41,701	
1st " 1951	22,064	10,544	11,520	8,512	4,944	2,144	1,693	144	281	425	144	22,457	17,325	39,782 + 1	
2nd " 1951	23,468	11,206	12,262	8,765	5,198	2,198	1,789	146	281	427	146	23,506	18,339	41,845 + 2	
1st " 1952	21,034	9,935	11,099	7,972	4,749	2,188	1,708	257	257	397	140	21,517*	16,532	38,049	
2nd " 1952	20,923	10,107	10,816	7,241	4,373	2,290	1,754	145	239	384	145	20,587*	16,379	36,966 + 5	

+ 1 ; + 2 = Race and Sex unknown.

\* Include one unknown Race.

+ 3 = Sex unknown.

+ 5 = 3 Sex unknown and 2 unseparated twins.

TABLE D  
NATURAL INCREASE  
BIRTHS LESS DEATHS

Period.	Malaysians.			Chinese.			Indians and Pakistanis.			All others.			Total.		
	Male.			Female.			Male.			Male.			Male.		
	Total.	Female.	Male.	Total.	Female.	Male.	Total.	Female.	Male.	Total.	Female.	Male.	Total.	Female.	Male.
1st half 1947	20,796	10,301	10,495	12,126	14,010	4,295	8,875	155	156	311	155	27,071	29,047	56,118	
2nd " 1947	20,649	10,084	10,565	14,099	15,659	4,207	8,787	161	197	358	161	29,032	30,520	59,552	
1st " 1948	16,809	8,314	8,495	13,356	14,473	3,693	7,554	116	173	289	116	25,660	26,821	52,481 - 1	
2nd " 1948	25,962	13,061	12,901	15,337	16,042	4,776	9,666	171	284	455	171	33,185	34,877	68,062 - 2	
1st " 1949	32,110	15,756	16,354	14,229	15,824	4,937	10,141	269	317	586	269	35,789	37,101	72,890	
2nd " 1949	34,657	17,193	17,464	15,265	16,930	4,952	10,043	249	336	585	249	37,930	39,550	77,480	
1st " 1950	32,855	16,445	16,410	13,272	14,950	4,244	8,957	272	369	641	272	34,198	36,477	70,675	
2nd " 1950	27,034	13,774	13,260	14,280	15,717	4,162	8,718	202	332	534	202	31,904	34,379	66,283	
1st " 1951	33,069	16,308	16,761	12,827	14,923	4,378	9,194	305	386	691	305	34,271	36,433	70,704 - 1	
2nd " 1951	39,655	19,796	19,859	14,063	16,397	4,779	9,662	343	445	788	343	39,044*	41,521	80,565 - 2	
1st " 1952	39,700	19,492	20,208	13,958	16,089	4,609	9,435	371	434	805	371	39,145*	40,841	79,986	
2nd " 1952	43,551	21,398	22,153	16,536	18,056	5,016	10,527	446	508	954	446	44,150*	45,473	89,623 - 5	

- 1 ; - 2 = Race and Sex unknown.

\* Minus one unknown Race.

- 3 = Sex unknown.

- 5 = 3 Sex unknown and 2 unseparated twins.

## Part II

### MIGRATION

#### GENERAL

In November, 1952, the Immigration Ordinance No. 68/52 was passed. It was not possible to bring the Ordinance into force immediately as a number of Regulations and Orders had to be made under it. It was realised that time would also be required to inform intending travellers, shipping agents and the public generally, of the provisions of this law and the restrictions to be imposed by the Orders made under it. It is expected that it will come into force on the 1st August, 1953.

This law is one of great importance so far as immigration is concerned. It makes provision to control the entry into the Federation of all persons whether British subjects, British protected persons or aliens. Previously there was no law which applied throughout the Federation and which controlled the entry of all persons; there were various Aliens Enactments in the Malay States and the Settlements but, though very similar, they were not identical.

It has long been possible to control the entry of aliens on a selective basis because an alien was obliged to obtain a visa prior to entry. The position was quite different with regard to British subjects and British protected persons, for they did not require a visa and there was no law to prevent their entry unless there was known objection to the individual immigrant, or it could be shown that he was likely to become a public charge. This meant that if there was unemployment in any particular category of persons in Malaya and a number of such persons arrived from other countries in the Commonwealth in possession of valid passports issued by their respective countries there was no means of preventing entry and thereby protecting the interests of those already in the country. Such persons did not fall within the limited categories of those whose entry could be prevented under Section 9 of the Passengers Restriction Ordinance. Under the new Ordinance the entry of such persons can be prevented as new arrivals for permanent residence will be required to obtain an entry permit.

It is not intended to stop all immigration without exception but to restrict it strictly to those whose entry is in the interests of the Federation. These are likely to be very few indeed. Such restriction will not affect those already lawfully resident in the Federation nor those entitled to the issue of a re-entry permit or to entry under Section 7 of the Ordinance. This will not prevent visits for social, business or other purposes by persons not allowed entry for permanent residence



but such visits will be limited in time and safeguards to ensure subsequent departure will be provided.

Immigration of aliens of all nationalities for the purpose of permanent residence was very restricted throughout the year. The vast majority of aliens arriving were the wives and children of persons already resident in Malaya and a more limited number were aged dependant parents who, after proper investigations, were admitted on compassionate grounds.

By far the greatest number of new arrivals in the Federation were Indian or Pakistani nationals. Many of these persons tended to seek employment in the already congested urban areas. Under the existing law it was not possible to restrict their entry.

Action was taken for breaches or attempted breaches of Immigration laws in 941 individual cases; 196 were refused entry, 281 were prosecuted and 17 were deported by order of the Controller of Immigration during 1952.

During the year visas to return to Malaya were refused to 1,805 aliens who were formerly resident in Malaya and who had left for foreign countries. The majority of these refusals were in respect of persons of call-up age who were believed to have left this country during 1951 to avoid possible liability under the Man-power Regulations or who had left the country without first obtaining re-entry visas.

On the Kelantan/Thai border, a very considerable number of cases were dealt with during the year of Kelantan-born Malays who had left for Thailand to work as rubber tappers when the price of rubber was high, and who came back without any travel documents. Arrangements were made whereby such persons could report immediately on arrival to an Immigration Control post at a legal entry point. They were provided with temporary identity papers and their claims to birth in Kelantan were subsequently investigated. In the great majority of cases these persons were able to substantiate their claims to local birth and were allowed to remain in Kelantan.

Travel to China and Hong Kong which, as reported last year, fell off considerably in 1951, continued on a reduced scale in 1952 and was strictly controlled.

A very marked decline took place in the movement of small craft between Indonesia and the Federation owing to the drop in the price of rubber and to measures of control taken by the Indonesian Authorities. Effective control of small craft arriving still remains a major problem for the Department, though there was no evidence of any but minor evasions of Immigration control in this way during the year.

## TRAVEL DOCUMENTS

Issues of travel documents, visas and permits in the Federation during 1952 were:

(Figures for 1951 are in brackets)

(a) Certificates of Admission to aliens...	4,775	(31,947)
(b) Landing Permits to aliens ... ..	1,045	( 940)
(c) Entry Permits to aliens, including permits for visits but not permanent residence ... ..	2,934	( 2,644)
(d) Visas to alien holders of Certificates of Admission ... ..	4,129	(12,495)
(e) Certificates of Identity known as Re-entry Permits issued to Indian and Pakistani nationals proceeding on visits to India and Pakistan and returning to Malaya ... ..	14,823	(17,279)
(f) Border Passes ... ..	27,211	(34,292)
(g) British Passports ... ..	6,403	(11,075)
(h) Renewals of British Passports ...	1,123	( 1,095)
(i) Endorsements on British Passports	2,446	( 1,424)
(j) Emergency Certificates issued to British subjects or British Protected Persons ... ..	1,192	( 1,718)
(k) Visas for countries outside Malaya	357	( 269)
(l) Other travel documents issued to persons, who cannot obtain national passports for the purpose of travel to countries outside Malaya ... ..	778	( 1,128)

## ARRIVALS AND DEPARTURES

The figures for Immigration and Emigration in racial groups are given in Tables A, B and C. Such figures take no account of persons entering or leaving the Federation from or to the Colony of Singapore or persons in direct transit through Malaya by sea or air; they do however include persons who have arrived for temporary stay and later departed.



Arrivals from countries outside Malaya into the Federation and Singapore were divided as follows:

Year.		Total arrivals in Malaya.		Number entering or disembarking in the Federation.		Number entering or disembarking in the Colony.
1949 ...	...	213,872	...	103,057	...	110,815
1950 ...	...	274,680	...	179,968	...	94,712
1951 ...	...	325,965	...	230,196	...	95,769
1952 ...	...	330,253	...	234,389	...	95,864

These figures are broken down in Tables A, B and C below. The most marked difference is an excess of arrivals over departures in the case of Indians and Pakistanis, which amounted to 21,121 for the whole of Malaya in 1952, as compared with an excess of 6,095 in 1951.

In the case of Chinese the figures show a deficit of arrivals in relation to departures of 13,588 as compared with 36,330 in 1951. In 1952 (for the whole of Malaya) 77,785 Chinese left Malaya as compared with 113,767 in 1951.

TABLE A

### ARRIVALS OF PERSONS BY RACIAL GROUPS INTO MALAYA FROM ABROAD DURING THE YEAR 1952

Race.		Singapore.	Federation of Malaya.	Total 1952.	Total 1951.
Arrivals of Passengers by Land, Sea and Air:					
European ...	...	30,122	3,560	33,682	32,037
Eurasian ...	...	290	90	380	360
Chinese ...	...	29,898	34,299	64,197	77,437
Malaysian...	...	5,300	136,977	142,277	140,132
Indian/Pakistani ...	...	27,943	37,802	65,745	50,678
Japanese ...	...	97	—	97	6
Other Races	...	2,214	21,661	23,875	25,315
Total ...		<u>95,864</u>	<u>234,389</u>	<u>330,253</u>	<u>325,965</u>

TABLE B

DEPARTURES OF PERSONS BY RACIAL GROUPS FROM  
MALAYA DURING THE YEAR 1952

Race.			Singapore.	Federation of Malaya.	Total 1952.	Total 1951.
European	...	...	29,345	1,919	31,264	30,319
Eurasian	...	...	172	53	225	183
Chinese	...	...	38,085	39,700	77,785	113,767
Malaysian	...	...	6,805	127,163	133,968	142,602
Indian/Pakistani	...	...	19,878	24,746	44,624	44,583
Japanese	...	...	87	—	87	3
Other Races	...	...	2,225	20,340	22,565	25,139
Total			<u>96,597</u>	<u>213,921</u>	<u>310,518</u>	<u>356,596</u>

TABLE C

EXCESS (+) OR DEFICIT (—) OF ARRIVALS IN RELATION  
TO DEPARTURES BY RACIAL GROUPS DURING THE YEAR  
1952 (*i.e. figures in Table A minus figures in Table B*)

Racial groups.			Singapore.	Federation of Malaya.	Total 1952.	Total 1951.
European	...	...	+ 777	+ 1,641	+ 2,418	+ 1,718
Eurasian	...	...	+ 118	+ 37	+ 155	+ 177
Chinese	...	...	— 8,187	— 5,401	— 13,588	— 36,330
Malaysian	...	...	— 1,505	+ 9,814	+ 8,309	— 2,470
Indian/Pakistani	...	...	+ 8,065	+ 13,056	+ 21,121	+ 6,095
Japanese	...	...	+ 10	—	+ 10	+ 3
Other Races	...	...	— 11	+ 1,321	+ 1,310	+ 176
Total			<u>— 733</u>	<u>+ 20,468</u>	<u>+ 19,735</u>	<u>— 30,631</u>



## Part III

### FEDERAL CITIZENSHIP

The year 1952 is particularly noteworthy for the fact that on the 15th September the new Part XII of the Federation of Malaya Agreement, 1948, came into force, together with the nine State Nationality Enactments. These provide opportunities for the acquisition of citizenship of the Federation of Malaya by large numbers of aliens who were excluded before.

In both the new Part XII of the Federation of Malaya Agreement, 1948, and in all the nine State Nationality Enactments there exist three avenues whereby citizenship of the Federation of Malaya or State Nationality respectively may be acquired—

- (a) by Operation of Law
- (b) by Registration
- (c) by Naturalisation.

In all cases where a person acquires State Nationality such person also acquires automatically “ by Operation of Law ” citizenship of the Federation of Malaya.

At the time of introduction of the new legislation it was estimated that approximately 1,466,038, only out of a total population in the Federation of 5,420,738 would fail to qualify immediately for citizenship. The more important qualifications required are enumerated below.

#### CITIZENSHIP BY REGISTRATION

To qualify, a person must—

- (a) have been born in the Federation
- (b) not be a citizen of the Federation of Malaya
- (c) be a citizen of the United Kingdom and Colonies.

#### CITIZENSHIP BY NATURALISATION

To qualify, a person must—

- (a) be a citizen of the United Kingdom and Colonies
- (b) have within the preceding twelve years resided in the Federation for periods amounting in the aggregate to not less than ten years, and
- (c) have resided in the Federation throughout the two years immediately preceding the date of his application
- (d) be able to speak the Malay or English language with reasonable proficiency.

Certificates of Citizenship granted in the years 1949, 1950, 1951 and 1952 up to 31st August:

Race.	1949.		1950.		1951.		1952 (up to 31st August).		Total.
	Adults.	Minors.	Adults.	Minors.	Adults.	Minors.	Adults.	Minors.	
Malaysians ...	61	92	1,383	1,747	2,822	2,385	1,987	1,009	11,486
Chinese ...	12,677	26,714	39,083	70,604	52,065	87,470	6,914	11,037	306,564
Indians, Pakistanis and Ceylonese...	559	729	2,303	3,012	9,665	13,417	1,245	1,702	32,632
Others ...	41	50	143	133	371	247	70	89	1,144
Total ...	13,338	27,585	42,912	75,496	64,923	103,519	10,216	13,837	351,826

The numbers quoted above refer only to persons who have become Citizens of the Federation of Malaya by application under the old Part XII of the Federation of Malaya Agreement, 1948, in force prior to the 15th September, 1952. The number of persons who were citizens "by Operation of Law" under that Agreement and *ipso facto* are citizens "by Operation of Law" under the new Part XII, are far greater than the numbers shown in the above table. Since, however Citizens of the Federation of Malaya "by Operation of Law" are not required to register as Citizens, it is not possible to give any accurate estimate of their number.

## Part IV

### NATIONAL REGISTRATION

During 1952, as in 1951, attempts have been made to improve the system of National Registration and make it simpler to operate. A scheme introduced in 1951, whereby a person retains the same identity card number for so long as he remains on the register, has greatly facilitated the maintenance of registers and has been of benefit to the public in that a person on the register now knows that his identity card number will never change.

The maintenance of the register to show the latest notified address of a registered person still constitutes a large proportion of the work of the Registration Department but improvements in methods of procedure have resulted in a general reduction in maintenance work.

The total number of new Identity Cards issued in 1952 was 144,140 as against 155,342 in 1951 and the number cancelled was 70,280 as compared with 61,934.

Replacements were again considerably greater in number being 284,485 against 267,154 in 1951. Damaged cards rose from 159,581 in 1951 to 236,165 in 1952. The above increases were expected as many cards are now coming to the end of their useful life.



The following table shows a comparison in the issue of new cards, replacements and cancellations over the years 1950-1952. The decrease in loss of cards due to terrorist action is most noteworthy.

### REGISTRATION OF RESIDENTS NEW ISSUES

Year.	Children attaining age of 12 years.	New Arrivals in the Federation.	Exchange of Singapore Cards.	Discharged from the Armed Forces, Police and Institutions, etc.	Total.
1950	118,884	19,546	13,112	4,125	155,667
1951	119,792	17,262	13,833	4,455	155,342
1952	108,891	22,570	10,631	2,048	144,140

### REPLACEMENTS

Year.	Damaged Cards.	Cards taken or destroyed by bandits.	Lost Cards.	Change of address.	Total.
1950	115,838	86,538	24,077	—	226,453
1951	159,585	64,912	32,020	10,637	267,154
1952	236,165	5,853	32,982	9,485	284,485

### CANCELLATIONS

Year.	Death of holder.	Removal out of the Federation.	Other reasons.	Total.
1950	30,472	13,697	3,919	48,088
1951	30,802	18,371	12,761	61,934
1952	41,218	22,841	6,221	70,280

## Chapter II

# OCCUPATIONS, WAGES, COST OF LIVING AND LABOUR ORGANISATION

### Part I

### EMPLOYMENT

#### OCCUPATIONS

The principal occupations in the Federation are set out in the following table which shows the numbers of adult males and females and the number of children employed in each:

#### A. Estates—

		No. of Units.	Men.	Women.	Children.	Total.
(i) Rubber ...	...	4071	150,048	121,318	18,998	290,364
(ii) Coconut ...	...	94	5,757	3,707	1,030	10,494
(iii) Oil Palm ...	...	42	7,819	4,525	1,297	13,641
(iv) Tea ...	...	24	1,629	1,600	566	3,795
		<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Total (Estates) ...	...	4231	165,253	131,150	21,891	318,294
		<hr/>	<hr/>	<hr/>	<hr/>	<hr/>

#### B. Mines—

(i) Tin Dredging ...	...	71	13,792	1,428	17	15,237
(ii) Other Tin Mines	...	557	20,795	4,289	25	25,109
(iii) Other Mines ...	...	4	4,423	434	110	4,967
		<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Total (Mines) ...	...	632	39,010	6,151	152	45,313
		<hr/>	<hr/>	<hr/>	<hr/>	<hr/>

C. Bus Companies ...	...	109	5,977	123	19	6,119
D. Miscellaneous ...	...	4992	52,676	10,627	1,414	64,717
E. Govt. Depts. ...	...	—	62,185	4,041	496	66,720
F. Armed Forces ...	...	—	3,434	335	13	3,782
		<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
			328,533	152,427	23,985	504,945
			<hr/>	<hr/>	<hr/>	<hr/>

The term “Miscellaneous” covers a number of minor and ancillary industries and undertakings for which there is no complete statistical cover: the totals under that head must be regarded with reserve.



A comparison with the position in 1951 is given in the following summary by race:

		Units.	Malay- sians.	Chinese.	Indians.	Sakais.	Others.	Mandores Kepalas.	Total.
Estates ...	1951	4184	61,671	92,494	157,009	265	948	978	313,365
	1952	4231	65,008	92,844	157,943	332	1,108	1,059	318,294
Mines ...	1951	737	7,673	34,122	7,045	—	342	—	49,182
	1952	632	8,251	30,044	6,764	—	254	—	45,313
Bus Companies	1951	104	1,165	3,457	780	—	—	—	5,402
	1952	109	1,526	3,687	905	—	1	—	6,119
Miscellaneous (Factories, etc.)	1951	3928	11,130	45,996	8,151	—	783	—	66,060
	1952	4992	10,581	43,658	9,931	—	547	—	64,717
Government Departments	1951	—	24,392	5,626	30,276	—	595	—	60,889
	1952	—	23,741	13,882	27,905	—	1,192	—	66,720
Armed Forces...	1951	—	1,276	1,441	1,493	—	67	—	4,277
	1952	—	1,237	1,204	1,281	—	60	—	3,782
Total ...	1951	—	107,307	183,136	204,754	265	2,735	978	499,175
	1952	—	110,344	185,319	204,729	332	3,162	1,059	504,945

NOTE:—(1) Mandores and kepalas on rubber estates have been included under the racial heads.

(2) The Mines Department statistics shew a figure of 49,783 for those employed on mines in June, 1952.

It would appear from these figures that there has been an increase in the number of workers employed on plantations during 1952. There is in fact no true comparison since the statistical basis changed. On rubber estates for example, returns were collected from 4061 properties in 1952 as compared with 4020 properties in 1951, and there can be no true comparison in the absence of a central establishment list. It is hoped that a new statistical division, centralising all statistical work for the Department of Labour, will be able to provide true comparisons in future years, and reach a more absolute figure for those employed in miscellaneous undertakings while at the same time analysing them by industry and occupation.

There are however a few interesting deductions which can be made from the detailed figures. Malaysian workers on estates appear to have increased in numbers, replacing the fall recorded in last year's figures, and the greater part of this increase has occurred on rubber estates. This probably indicates a return to employed work from smallholdings. There has been very little movement among Chinese and Indian workers on plantations, and the high proportion of Chinese tappers on rubber estates who are employed on daily rates of pay continues. Nearly one quarter are now on daily rates, whereas in 1950, before regrouping and resettlement, only one-tenth were employed in this way. Among Indian tappers, only one-half are employed on piece rates, and the numbers so employed have dropped by some 3,000 in 1952. In spite of every encouragement to take up piece work these workers still prefer time work.

The decline in the numbers employed on mines is reflected in the large number of mines which ceased operating—most of them small units.

The small reduction in the total numbers employed under the heading "Miscellaneous" occurred in spite of a large expansion in the

number of units from which returns were collected—roughly a 25 per cent. increase over 1951. This was an indication of the influence of rubber prices on the labour market generally.

As the price of rubber continued to drop during the year, reaching its nadir in October, so it became uneconomical to continue work on smallholdings. A large number of these smallholdings, which rely on high wages since they have few amenities to attract labour to them, ceased tapping during the year and thus relieved the acute shortage of labour which existed in the second half of 1951. There were in 1952 few complaints from employers about the shortage of labour and indeed at one time during the year it was feared that there might be unemployment if the price of rubber continued to fall. The fall did not, in fact, continue and although at the end of the year it was comparatively easy to obtain labour, there was little or no sign of unemployment.

#### WAGES AND CONDITIONS OF EMPLOYMENT

The level of wages in Malaya is greatly influenced by the ruling price of rubber since this industry employs such a large proportion of the labour in the country. During the year 1952 there has been some recession of wages, but it is satisfactory to note that at the same time the cost of living index has fallen steadily though not very far.

In the rubber industry, following the Taylor Arbitration award which was embodied in an agreement between the major parties in June 1951, wages remained unchanged in the first and second quarters of the year. However, by the beginning of June it was apparent that the ruling price for No. 1 RSS FOB would be below \$1.00 for the second quarter and so would fall outside the scope of the agreement between the parties. A new agreement was negotiated fixing wage rates for the price of rubber between 90 cents and \$1.00 and these new rates came into effect from the 1st of July. The wages of field workers were reduced from \$2.30 to \$2.20 per diem, those of daily rated tappers from \$3.00 to \$2.90 and those of piece rate tappers from \$3.80 to \$3.40 per diem.

The price of rubber continued to drop and negotiations were held between the M.P.I.E.A. and P.M.R.W.U. on the rates of wages to be paid when the ruling price of rubber was below 90 cents per pound. When, in August, these negotiations proved unsuccessful, a Board of Arbitration was constituted under the Chairmanship of Mr. Justice Whitton.

As a result of the Award of this Board, wages for the fourth quarter—based on a price of rubber between 80 and 90 cents—were as follows:

Field workers	...	...	...	\$2.10 per day
Daily rated tappers	...	...	...	\$2.75 „
Piece rate tappers	...	...	...	\$3.15 „



This involved a further reduction in wages for workers in the rubber industry below those paid in the third quarter. Taking the 1947 level as 100, the field workers' wage dropped during the year from an index of 209 to 191. The Arbitration Board in their Report awarded wage rates in respect of the three price zones, 60 to 70 cents, 70 to 80 cents, 80 to 90 cents, but no agreement based on this award had been signed by the parties at the end of the year.

It is interesting to note that the wage-agreement for the 3rd quarter 1952 was the first instance in a major industry of an agreement which contained provision for a variable cost of living allowance, based on the combined indices for Chinese and Indian workers published by the Registrar of Statistics.

In the tin industry no change occurred either in the rate of wages or in the rate of the tin price bonus. The wage index for unskilled mine workers, based on the level in January 1947 as 100, remained throughout the year at 196. This represented a cash wage of \$3.49 a day inclusive of the tin price bonus.

Wage rates paid to unskilled workers in Government remained unchanged during the year. The basic rate was increased by 20 per cent. on the 1st of January 1952, consolidating a part of the cost of living allowance into the basic rate but resulting in no change in the total wages paid. The wage index for these workers, based on the level of 100 in January 1947, continued at 163 throughout the year. This represented in cash \$2.28 per day.

In certain other industries there were reductions in wages below the high level obtaining at the end of 1951, but, in general, wages retained their previous levels in spite of severe drops in the selling prices of products.

### COST OF LIVING

#### *Methods of Construction of Cost of Living Indices*

Six cost of living indices are published monthly in the Federation of Malaya. These indices are best considered as two sets. The first set includes the European index and the two indices for the Asian clerical grades. The second set covers labourers only and includes separate indices for the three main races, Malay, Chinese, and Indian.

The data used for weighting the European and clerical grades indices were obtained from a budget survey carried out in 1947. Schedules were prepared asking for detailed expenditure during the month of January 1947, on items of food, clothing, transport, rent, etc. A batch of schedules was sent to heads of government departments and selected

commercial firms, and they were asked to distribute them to suitable married Europeans and married clerks. Approximately 600 schedules were distributed, the enquiry being restricted to Kuala Lumpur only. Nil response was heavy and only 166 completed forms were returned. These completed forms were scrutinised and any form showing disproportionately heavy expenditure in total or on certain items was rejected. The remaining forms were then sorted by race and for each race the total expenditure and the expenditure on individual items was calculated. The expenditure on each item was taken as a proportion of total expenditure for each race, and these proportions were multiplied by 1,000. The resultant figures were taken as the weights to be applied in the calculation of the cost of living indices.

These weights are applied to the price relatives calculated with 1939 prices as base 100. Index numbers for each major group item of expenditure, e.g. food; clothing; etc., are published as well as an overall index.

The prices of the various items included in the indices are collected either monthly or quarterly, some from one centre, others from several. Thus prices of foodstuffs and men's clothing are collected monthly from fifteen centres throughout the Federation. The prices of ladies' clothing are collected monthly but from Kuala Lumpur and Ipoh only. This is an unfortunate restriction necessitated by the importance of keeping a strict supervision on a set of items which change rapidly in quality and style. The method of price collection is dependent upon the variability of the price throughout the Federation and the availability of staff.

It can be seen that the method of selecting the budgets required for the cost of living index was not a random one. The final number of completed and accepted budgets was, moreover, very small. Price collection is not entirely satisfactory and improvements are possible. The government is aware of these defects and considers the present indices as provisional only. It is hoped that a random and comprehensive survey will be carried out in the near future.

The budgets used in estimating the changes in the labourers' costs of living are hypothetical budgets prepared by the Labour Department, a separate budget being drawn up for each race. They are not therefore budgets based on surveys of actual expenditure. The quantity of each item included in the budget is multiplied by its average monthly price. Items are grouped together e.g. rice and rice equivalents; other foodstuffs; clothing and bedding; etc., and the total expenditure on each group is compared with the expenditure at a base date. A similar comparison is made for total expenditure.



These indices are obviously unsatisfactory and the government proposes carrying out a survey of labourers' expenditure as soon as finance and staff are available. The survey will have priority over the proposed surveys of European and clerical grades expenditure.

*European and Clerical Grades*

COST OF LIVING INDICES.

(1939=100)

	Av. 1950.	Av. 1951.	Jan. 1952.	April.	July.	Oct.	Dec.	Av. 1952.
European ...	245	284	301	299	297	296	296	298
Malay ...	347	425	446	435	423	417	419	429
C h i n e s e, Indian and Eurasian ...	341	418	440	429	417	410	412	423

Each of the three indices maintained a steady increase throughout 1950 and 1951 and reached a peak during the first quarter of 1952. From March until October the indices showed a gradual fall and then rose in November.

A comparison of the changes in the index numbers for the main heads of expenditure is given below:

"No change", which is repeated several times below, indicates that the index number has neither increased nor decreased during the period in question.

Expenditure.	Index.		First 3 quarters 1952.	Fourth Quarter 1952.
1. Food ...	European ...	...	Marked fall ...	No change
	Malay ...	...	Marked fall ...	Sudden rise
	Chinese, Indian and Eurasian		Marked fall ...	Small increase
2. Drinks ...	European ...	...	Slight increase	No change
	Asian ...	...	Slight fall ...	No change
3. Servants ...	European ...	...	} Marked rise ...	Continuing rise
	Asian ...	...		
4. Fuel, Light and Water	All ...	...	No change ...	No change
5. Transport	European ...	...	Slight fall ...	No change
	Asian ...	...	Marked fall ...	No change
6. Education	European ...	...	No change ...	No change
	Asian ...	...	No change ...	No change
7. Clothing ...	All ...	...	Marked fall ...	Continuing fall
Total Expen- diture ...	European ...	...	Small steady fall	No change
	Asian ...	...	Marked fall ...	Small rise



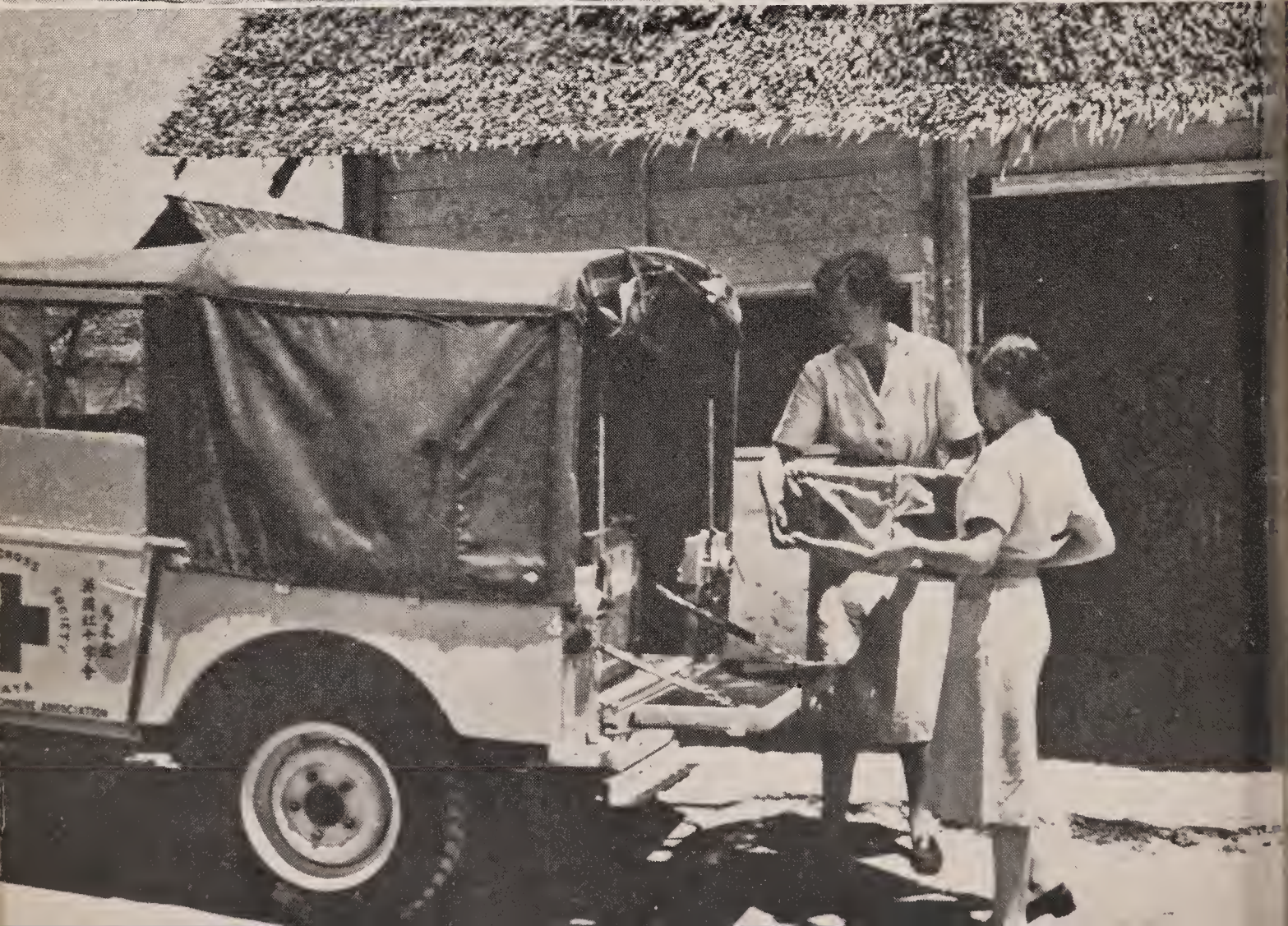


The High Commissioner at a Passing Out Parade of the  
Federation Police Force





*Left*  
 Malay girls learn  
 cookery at a Domestic  
 Science Course



*Below*  
 Red Cross workers  
 visit a New Villager  
 their well-equipped  
 Land Rover



A study of the movements between expenditure groups shows that in the European index the rise in expenditure on servants during the last quarter of 1952 was approximately balanced by the continuing fall in clothing expenditure, and this resulted in "no change" in the total index. In the case of Asian indices the rise in food and servants expenditure had outweighed the fall in clothing expenditure, and resulted in a "small rise" in the total indices.

### *Foodstuffs—*

In 1952 the points movements in the food indices were as follows:

		January to March.	March to June.	June to September.	September to December.
European	...	— 6	... — 7	... — 10	... No change
Malay	... ..	+ 1	... — 28	... — 16	... + 9
Chinese, Indian and Eurasian	...	— 1	... — 24	... — 16	... + 3

NOTE: + Denotes a rise in the index. — Denotes a fall in the index.

The food indices declined sharply over the period January to September, 1952. The movement over the first quarter was negligible but was most marked in the second and third quarters. The fourth quarter, however, saw a halt to this downward trend and in the case of the Asian indices an increase was recorded. The price of meat reached a peak with the index at 673 (1939=100) during February, 1952, but had fallen by 18 points by June. At the end of the third quarter it stood at 656, or 1 point above the June figure. Other items such as poultry, eggs, fresh and dried fish, free sugar, and coconut oil followed much the same course. During the last quarter, although the prices of meat, eggs, fresh milk and curry stuffs decreased slightly, the general movement of prices was slightly upwards. This increase in price was most marked in the case of fish and vegetables.

Over the whole period prices of imported foodstuffs tended to rise.

### *Clothing—*

Movements in clothing indices were as follows:

	1st Quarter.	2nd quarter.	3rd quarter.	4th quarter.
European	... — 5	... — 2	... — 12	... — 9
Malay	... — 18	... — 3	... — 18	... — 12
C h i n e s e, Indian and Eurasian	... — 18	... — 3	... — 18	... — 12



Prices of most items included in the clothing indices were reduced throughout the entire period. Reductions were particularly striking in materials, but, in comparison, the fall in the prices of made-up clothing was much less marked.

#### *Transport—*

Throughout the whole of 1952 there was a decrease in the prices of the items that go into the transport indices. The Asian index was affected first by the reduction in prices of bicycle tyres and tubes, particularly of local manufacture. In September the prices of imported bicycle tyres and tubes fell and effected a further fall in the Asian index during the closing months of the year.

The European index has remained fairly steady over the year. It dropped, however, by four points in May when the price of Dunlop tyres and tubes fell, and again in December when Dunlops reduced the prices of their tyres and tubes.

#### *Servants—*

Each quarterly survey during 1952 revealed a large increase in servants wages. It should be noted that expenditure on servants is heavily weighted in the European index and any increase in servants wages affects the European index far more than the Asian indices.

#### *Other Items—*

No significant changes have taken place in the indices for other items.

#### *Labourers' Cost of Living Indices*

The index for each race showed a steady falling trend throughout 1952.

		Base 1947.			Base 1949.
		Indian.	Chinese.		Malay.
January, 1952	...	136	123	...	143
December, 1952	...	127	118	...	134
		—	—		—
		—9	—5	...	—9
		—	—		—

The fall in the overall indices is mainly attributable to the decline in the price of foodstuffs, other than rice and rice equivalents, and the decline in the price of clothing. A marked rise in the prices of rice and rice equivalents was not sufficient, however, to outweigh the downward price movement, but acted as a brake on the fall of the overall indices.

The fall in the Chinese index was further impeded by an increase in rent which is included in this index only.

When the indices are examined in more detail we find that the "Other foodstuffs" indices have fallen as follows:

		Base 1947.		Base 1949.	
		Indian.	Chinese.	Malay.	
January ...	...	149	143	...	168
December	...	136	129	...	149
		—	—		
		-13	-14	...	-19
		—	—		

The main reasons for these falls were decreases in the prices of meat, fresh and dried fish, vegetables and coconut oil. The item "Other foodstuffs" is the main item of expenditure in the labourer's budget and the above falls recorded for this item meant that the total cost of living index was reduced by an appreciable amount.

The glut of textiles on the market resulted in extensive reduction in the prices for clothing and dress materials. The indices for "Clothing and Bedding" therefore fell sharply:

		Base 1947.		Base 1949.	
		Indian.	Chinese.	Malay.	
January...	...	88	96	...	154
December	...	78	86	...	139
		—	—		
		-10	-10	...	-15
		—	—		

"Clothing and Bedding", however, accounts for only a relatively small portion of the average labourers' budget, and these falls resulted in only a small reduction in the cost of living.

The above decreases were, as stated earlier, offset to some extent by an increase in the price of rice and rice equivalents. The indices for these items rose as follows:

		Base 1947.		Base 1949.	
		Indian.	Chinese.	Malay.	
January...	...	124	103	...	106
December	...	131	108	...	114
		—	—		
		+7	+5	...	+8
		—	—		

The index for rent, which is included only in the Chinese index rose from 121 to 127 (base 1947).

Other items such as soap, haircuts, dhoby charges, etc., which are aggregated under "Miscellaneous" contributed to the downward tendency.



Fuller statistics relating to Cost of Living Indices are given in the following tables:

### COST OF LIVING INDICES, 1952

EUROPEAN AND CLERICAL CLASSES (Base—January, 1939=100)

LABOURERS: CHINESE AND INDIAN (Base—January, 1947=100); MALAY (Base—January, 1949=100)

1952.	European.	Clerical Classes.				Labourers.						
		Malay.	Chinese, Indian and Eurasian.	Malay.	Chinese.	Indian.						
January	...	301	...	446	...	440	...	143	...	123	...	136
February	...	301	...	449	...	441	...	143	...	123	...	136
March	...	300	...	443	...	436	...	143	...	123	...	136
April	...	299	...	435	...	429	...	139	...	122	...	134
May ...	...	299	...	431	...	426	...	138	...	121	...	133
June ...	...	299	...	429	...	424	...	138	...	120	...	132
July ...	...	297	...	423	...	417	...	137	...	119	...	130
August	...	296	...	420	...	414	...	135	...	118	...	129
September	...	296	...	417	...	411	...	135	...	118	...	128
October	...	296	...	417	...	410	...	137	...	118	...	128
November	...	297	...	419	...	411	...	135	...	117	...	127
December	...	296	...	419	...	411	...	134	...	118	...	127
Average	...	298	...	429	...	423	...	138	...	120	...	131

### COST OF LIVING INDICES, 1949, 1950, 1951 and 1952

CHINESE, INDIAN AND MALAY LABOURERS

(Chinese and Indian, Base—January, 1947=100; Malay, Base—January, 1949=100)

Month.	Chinese.				Indian.				Malay.			
	1949.	1950.	1951.	1952.	1949.	1950.	1951.	1952.	1949.	1950.	1951.	1952.
January ...	85	82	104	123	92	90	115	136	100	100	128	143
February ...	84	82	110	123	91	90	121	136	100	99	132	143
March ...	83	82	113	123	90	90	123	136	100	100	136	143
April ...	82	83	114	122	89	91	125	134	97	101	134	139
May ...	81	83	115	121	89	92	127	133	95	102	135	138
June ...	81	87	116	120	89	93	129	132	96	106	136	138
July ...	81	87	117	119	89	94	130	130	96	108	137	137
August ...	80	90	118	118	89	96	131	129	96	112	138	135
September	81	91	119	118	88	98	130	128	97	114	138	135
October ...	81	92	120	118	89	99	131	128	98	115	139	137
November	82	95	121	117	90	103	133	127	100	118	140	135
December	82	98	121	118	89	106	134	127	100	122	142	134
Average ...	82	88	116	120	90	95	127	131	98	108	136	138





## FEDERATION OF MALAYA—(cont.)

## COMPARATIVE INDICES OF COST OF LIVING FOR EUROPEAN AND CLERICAL GRADES—(cont.)

Base, 1939 = 100—(cont.)

BUDGET GROUP AND RACE.	1948.	1949.	1950.	1951.		1952.												Ave- rage for Year.
	Ave- rage for Year.	Ave- rage for Year.	Ave- rage for Year.	Ave- rage for Year.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	
(v) TRANSPORT—																		
European ... ..	179	179	184	197	198	202	202	202	202	198	198	198	198	198	198	198	198	195
Malay ... ..	201	195	205	252	254	252	249	246	245	245	244	242	232	229	229	229	229	225
Chinese, Indian and Eurasian ...	202	195	205	252	254	252	249	246	245	245	244	242	232	229	229	229	229	225
(vi) EDUCATION—																		
European ... ..	129	135	134	144	144	159	159	159	159	159	159	159	159	159	159	159	159	159
Malay ... ..	157	152	141	171	171	173	173	173	173	173	173	173	173	173	173	173	173	173
Chinese, Indian and Eurasian ...	157	152	141	171	171	173	173	173	173	173	173	173	173	173	173	173	173	173
(vii) CLOTHING—																		
European ... ..	310	307	323	384	380	393	393	388*	387*	385*	386	379	378	374	369	367	365	380
Malay ... ..	316	312	311	367	357	374	376	356*	354*	349*	353	343	342	335	328	325	323	347
Chinese, Indian and Eurasian ...	316	312	311	367	357	374	376	356*	354*	349*	353	343	342	335	328	325	323	347
TOTAL WEIGHTED INDEX—																		
European ... ..	232	234	245	284	293	301	301	300	299	299	299	297	296	296	296	297	296	298
Malay ... ..	340	323	347	425	438	446	449	443	435	431	429	423	420	417	417	419	419	429
Chinese, Indian and Eurasian ...	328	314	341	418	431	440	441	436	429	426	424	417	414	411	410	411	411	423

Note.—During 1951 clothing indices were revised as a result of a close investigation of prices, the inclusion of additional quotations and the deletion of certain items not considered representative; prices for specified makes and qualities have been substituted in some cases, and the indices are not strictly comparable with those for previous years.

\* The fall in the clothing indices reflects substantial reductions in the prices of materials in Kuala Lumpur shops. Largely the result of protracted sales.

## FEDERATION OF MALAYA

COMPARATIVE INDICES OF COST OF LIVING FOR MALAY, CHINESE AND INDIAN LABOURERS  
CHINESE AND INDIAN (Base January, 1947=100); MALAY (Base January, 1949=100)

BUDGET GROUP AND RACE.	1949.	1950.	1951.	1952.												Average for Year.	
	Average for Year.	Average for Year.	Average for Year.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.		Dec.
(i) RICE AND RICE EQUIVALENTS—																	
Indian	115	109	118	123	124	124	124	125	125	128	129	129	129	130	130	131	127
Chinese	99	92	98	102	103	103	103	103	103	105	106	107	108	107	108	108	105
Malay	98	97	104	106	106	106	106	106	107	111	112	113	114	113	115	114	110
(ii) OTHER FOODSTUFFS—																	
Indian	88	99	139	146	149	150	149	147	145	142	141	139	138	137	136	136	142
OTHER FOODSTUFFS AND KEROSENE—																	
Chinese	76	86	129	139	143	143	142	141	139	134	132	131	129	130	127	129	135
OTHER FOODSTUFFS, KEROSENE, POTS AND PANS AND FIRE- WOOD—																	
Malay	96	110	155	166	168	169	169	160	157	155	152	150	149	154	148	149	157
(iii) CLOTHING AND BEDDING—																	
Indian	56	58	83	88	88	87	87	85	84	83	80	78	78	78	78	78	82
Chinese	61	68	94	96	96	96	96	94	93	92	91	89	88	87	86	86	91
Malay	101	109	150	155	154	153	155	149	148	146	146	143	143	142	140	139	146



## FEDERATION OF MALAYA—(cont.)

## COMPARATIVE INDICES OF COST OF LIVING FOR MALAY, CHINESE AND INDIAN LABOURERS—(cont.)

CHINESE AND INDIAN (Base January, 1947=100); MALAY (Base January, 1949=100)—(cont.)

BUDGET GROUP AND RACE.	1949.	1950.	1951.	1952.														
	Average for Year.	Average for Year.	Average for Year.	Dec.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Average for Year.	
(iv) TOBACCO AND MATCHES— Chinese     ...     ...	86	98	117	119	118	118	118	119	118	118	118	119	118	118	117	119	118	118
SIREH, PINANG, MATCHES AND CIGARETTES— Malay     ...     ...	98	116	129	128	129	130	130	129	128	128	128	128	128	128	128	128	128	129
(v) RENT— Chinese     ...     ...	93	96	117	121	121	123	123	123	123	123	123	124	126	126	127	127	127	124
(vi) MISCELLANEOUS— Indian     ...     ...	87	88	121	126	128	129	129	128	127	125	125	124	122	121	122	122	121	125
Chinese     ...     ...	88	89	122	126	126	126	125	123	123	122	121	119	118	119	119	120	120	122
Malay     ...     ...	107	109	138	142	143	144	143	143	143	141	139	136	134	134	135	133	133	139
TOTAL WEIGHTED AVERAGE— Indian     ...     ...	90	95	127	134	136	136	136	134	133	132	130	129	128	128	127	127	127	131
Chinese     ...     ...	82	88	116	121	123	123	123	122	121	120	119	118	118	118	117	118	120	120
Malay     ...     ...	98	108	136	142	143	143	143	139	138	138	137	135	135	137	135	134	138	138

NOTE.—Certain of the budget groups vary for the different races.

RETAIL PRICE INDICES (UNWEIGHTED) FOR FOOD, CLOTHING, HOUSEHOLD REQUISITES AND TRANSPORT, 1952. Base: 1939=100

ANNUAL REPORT

No.	Group.	No. of items in each group.	Ave- rage Index num- bers, 1948.	Ave- rage Index num- bers, 1949.	Ave- rage Index num- bers, 1950.	Ave- rage Index num- bers, 1951.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Ave- rage Index num- bers, 1952.
<b>Food (Market Prices).</b>																			
1	Meat ...	4	419	397	451	628	668	673	674	666	651	655	645	653	656	649	645	640	656
2	Poultry ...	2	314	299	335	492	545	547	532	513	501	488	461	458	466	466	470	484	494
3	Eggs ...	2	487	476	495	608	646	626	612	577	612	612	612	612	646	612	626	612	617
4	Fresh Milk ...	1	303	299	371	420	440	432	432	432	432	432	424	408	416	408	400	400	421
4	Fresh Fish ...	6	324	306	367	513	600	590	561	531	538	526	476	465	460	461	477	472	513
4	" Dried ...	4	370	355	412	614	655	674	659	606	606	578	578	592	582	578	598	631	611
5	Fresh Vegetables ...	16	431	383	455	703	812	801	811	795	786	780	746	711	687	685	699	697	751
6	Rice (Rationed) ...	1	571	543	508	514	514	514	514	514	514	514	533	533	533	533	533	533	524
6	" (Free Market) ...	1	848	645	579	631	667	705	724	724	724	743	743	724	724	743	762	762	729
7	Sugar (Rationed) * ...	1	428	400	485	564	571	571	571	571	571	571	571	571	571	571	571	571	571
7	" (Free Market) ...	1	626	497	519	638	629	614	600	614	586	586	600	571	586	586	586	586	595
8	Curry Stuffs † ...	14	546	669	1,085	1,434	1,422	1,414	1,386	1,327	1,239	1,187	1,154	1,155	1,138	1,140	1,130	1,130	1,235
9	Coconut Oil ...	1	509	476	569	743	654	608	538	492	477	454	446	415	408	446	500	500	495
9	Margarine and Dripping ...	2	276	256	235	254	251	251	251	251	251	251	251	251	251	251	251	251	251
10	Fresh Fruit ...	6	341	312	403	520	593	603	601	584	579	581	519	531	545	542	555	525	563
<b>Singapore Cold Storage, Kuala Lumpur.</b>																			
11	Meat ...	6	195	188	211	238	268	275	281	280	280	280	287	306	306	306	311	311	291
11	Bread ...	2	317	317	317	347	355	355	355	355	355	355	355	355	355	355	355	355	355
11	Bacon ...	2	179	189	238	272	311	311	311	319	319	319	319	319	334	334	334	349	323
11	Offal ...	4	198	186	205	232	240	258	258	258	261	261	261	275	275	275	275	279	265
11	Butter (Fresh and Tinned) ...	2	232	250	283	296	341	341	341	341	341	341	341	341	341	341	341	341	341
11	Coffee and Tea ...	2	221	226	287	359	362	362	362	362	362	362	362	362	362	362	365	365	363
11	Miscellaneous ...	13	226	220	226	263	263	267	269	267	272	275	276	279	281	281	282	282	275
<b>Firewood and Lighting.</b>																			
12	Firewood (Rubber) ...	1	164	164	164	221	228	228	228	228	228	228	228	228	228	228	228	228	228
13	Kerosene ...	1	153	171	187	196	216	216	216	216	216	216	216	216	216	216	216	216	216
14	Electricity ...	1	122	134	143	152	156	156	156	156	156	156	156	156	156	156	156	156	156

\* Sugar ceased to be rationed on 11th July, 1949, and the price ceased to be controlled on 1st September, 1949: rationing and price control were re-introduced on the 11th September, 1950. † The substantial increase in the index number for this item is due to a great extent to rapid rise on the price of pepper, and to a lesser extent, to the rise in the price of mace. ‡ Amended.



**FEDERATION OF MALAYA—(cont.)**  
**RETAIL PRICE INDICES (UNWEIGHTED) FOR FOOD, CLOTHING, HOUSEHOLD REQUISITES AND TRANSPORT, 1952—(cont.)** Base: 1939=100—(cont.)

No.	Group.	No. of items in each group.	Ave- rage Index num- bers, 1948.	Ave- rage Index num- bers, 1949.	Ave- rage Index num- bers, 1950.	Ave- rage Index num- bers, 1951.	Jan.	Feb.	Mar.	April.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Ave- rage Index num- bers, 1952.
15	<b>Transport.</b>																		
16	Petrol and Oil ...	2	178	...	188	200	208	208	208	208	208	208	208	208	208	208	207	206	208
(a)	Car Tyres and Tubes ...	9	112	109	128	209	218	218	218	218	194	194	194	194	194	194	194	175	200
(b)	Bicycle Tyres and Tubes ...	2	256	248	276	377	340	340	340	340	340	340	340	340	323	323	323	323	337
(c)	Bicycles ...	4	...	167	161	198	210	210	210	204	204	199	196	196	196	193	193	193	200
17	<b>Drinks and Tobacco.</b>																		
(a)	Spirits and Beer ...	4	306	311	313	338	349	349	349	351	351	351	351	351	351	351	351	351	351
(b)	Aerated Waters and Cordials ...	3	223	223	223	225	227	227	227	227	227	227	227	227	227	227	227	227	227
18	Cigarettes ...	3	254	268	313	336	336	336	336	336	336	336	336	336	336	336	336	336	336
(a)	Tobacco ...	7	225	244	298	319	319	319	319	319	319	319	312	312	312	312	312	312	316
19	<b>Toilet Requisites</b> ...	8	§ 200	222	221	253	220	220	238	240	259	259	258	258	258	252	250	250	247
20	<b>Household Linen and Bedding</b> ...	8	368	388	412	464	518	513	505	510	501	506	505	494	503	503	501	501	505
21	<b>Clothing.</b>																		
(a)	Women's ...	10	300	286	303	309	302	303	305	305	305	305	297	297	292	287	287	285	298
(b)	Children's ...	5	**318	**338	**334	370	392	400	400	400	400	400	398	398	398	398	398	398	398
(c)	Men's ...	8	285	296	326	402	407	406	402	400	396	398	393	391	386	384	381	379	394
(d)	Sarong and Baju ...	2	306	276	261	314	301	304	300	298	283	281	279	278	278	273	268	268	284
i	Men's Materials ...	3	410	401	425	584	599	598	591	580	564	554	545	543	532	532	526	525	557
ii	Women's Materials ...	8	††374	a 341	a 343	b 405	433	433	397	397	397	404	386	386	381	360	356	355	390

§ Based on 7 items. ¶ Based on 9 items from January, 1952. \*\* Based on 6 items. †† Based on 5 items. a. Based on 9 items. b. Commencing with January, 1951, prices for specified makes and qualities have been substituted in some cases, and the indices are not strictly comparable with those for previous years.

- NOTES.—1. Indices for food are calculated from market price lists for 15 centres.  
 2. Indices for men's clothing groups are calculated from returns received from stores and shops throughout the Federation.  
 3. All other indices are based on Kuala Lumpur prices.  
 4. The price of rationed rice is controlled.

## Part II

### THE LABOUR DEPARTMENT

#### ORGANISATION

The duties of the Department of Labour, briefly, are the implementation of the Government's labour policy, of which the main aims are:

- (a) to stimulate the formation of strong and responsible trade unions and, subsequently, of Federations of trade unions on an industrial or occupational basis, so as to permit of the settlement of terms and conditions of employment by means of collective bargaining : also in the meantime to provide effective alternatives.
- (b) to provide all essential legislation for the adequate protection of conditions of employment and to ensure compliance therewith by means of regular and effective inspection.
- (c) progressively to improve standards of living and, where necessary, to educate employers in the justice and wisdom of concerning themselves with the welfare and living standards of their employees.
- (d) to provide effective legislation and machinery for conciliation and arbitration.
- (e) to arrange, in due course when circumstances permit, the inauguration on a national basis of suitable schemes of Social Security.
- (f) to provide, as a primary aim of policy, for the maintenance of as high and stable a level of employment as is possible by means of the planning and stimulation of new industries, undertakings, and developments.
- (g) to provide such " buffers " as are possible to cope with any widespread unemployment.
- (h) to provide, in due course, for the setting up of a National Employment Exchange Service with Local Employment Committees composed of equal numbers of employers' and workmen's representatives, so as to ensure that the best possible service is available both to employers and employees.
- (i) to develop vocational training in line with prospective demand.
- (j) to extend the scope of Workmen's Compensation so as to cover all workers in the lower income groups.



(k) to encourage the setting up of Works Committees and “ panchayats ” and to stimulate the inauguration of Whitley machinery.

(l) to provide for the effective protection of Women, Children and Young Persons who are in employment.

The Headquarters of the Department are in Kuala Lumpur and there are Field Offices in Sungei Patani, Penang, Taiping, Ipoh, Tapah, Teluk Anson, Kuala Lumpur, Klang, Seremban, Malacca, Muar, Kluang, Johore Bharu, Kuantan, Bentong and Kuala Krai. The establishment of the Department has increased considerably in the past 5 years,—an increase due as much to the development of existing duties as to the new social legislation and social security measures which have been enacted in that period. Since 1947 the Division I staff has increased from 29 to 39; Division II staff, which represents the Inspectorate of the Department, from 31 to 94; Division III staff from 30 to 156; Division IV staff from 44 to 50.

Although still seriously affected by a shortage of staff, and especially by a lack of trained staff, the Department has been able to undertake a considerable volume of inspection duties in its role of enforcement authority, checking wage payments and investigating living conditions and conditions of service in the many fields for which it is now responsible. A large proportion of the time of inspecting officers has been taken up in the last year not only with general administrative duties but also with duties connected with the Emergency. The living conditions in many hundreds of small estates were investigated by visits to New Villages and regrouping areas, but until more officers have been recruited and trained, it will remain impossible for the Department to visit and inspect all the places of employment which require attention and advice.

During the year 7,441 visits or inspections were made by officers of the Department of Labour; this does not include the innumerable visits to places of employment in connection with the Weekly Holidays Ordinance and the Employees Provident Fund. At times the burden of work occasioned by the Employees Provident Fund was so great that it had to be undertaken almost to the exclusion of everything else.

One thousand seven hundred and ninety-six cases regarding claims for wages amounting to \$718,329 and involving 6,829 workers were dealt with during the year by the Department of Labour acting under the judicial powers conferred on it by the Labour Code.

In connection with their duties under the Workmen's Compensation Enactment, officers of the Department successfully disposed of 3,204

cases and established claims for \$1,050,000. In addition 1,033 cases were pending at the end of the year.

The responsibilities of the Department for the administration of Workmen's Compensation will be enhanced considerably under the new Ordinance which is to come into effect in 1953.

As mentioned previously the statistical work of the Department is now being developed with the aim of providing Government with reliable and accurate statistics of employment and manpower, and this work is closely associated with the policy of establishing an Employment Service throughout the country. In the second half of 1952 two Employment Exchange Advisers, seconded from the United Kingdom, arrived in the Federation to advise Government on the establishment of the Employment Service. By the end of the year these officers had completed a survey of the country and were planning to open the first office in Kuala Lumpur, gradually expanding the Service in 1953 and 1954 to cover the whole country.

The officers of the Department assisted in the settlement of some ninety strikes during the year, and their efforts at conciliation in many other disputes prevented strikes from occurring.

It did not prove possible during 1952 to start a national training programme of Training Within Industry for Supervisors, but towards the end of the year it was decided to invite an expert from the Asian Manpower Field Office to visit Malaya and advise on the best ways and means of launching this programme for which a clear demand exists.

#### LABOUR LEGISLATION

The Employees Provident Fund Ordinance, which was enacted in 1951, came into force on the 1st July, 1952. This Ordinance provides a measure of security for employees against old age, or the time when they are no longer able to work, by exacting monthly contributions which are placed to the credit of the contributor in the Fund. Contributions are in proportion to monthly earnings and are made equally by employers and employees, the whole contribution standing to the credit of the employee. Employees earning more than \$400 a month are not eligible to contribute. In general, monies can only be withdrawn when the contributor has died, has reached the age of 55, has ceased to be an employee, or is leaving the country permanently. Both before and after the introduction of this law the Department of Labour took part in a strenuous campaign to popularise and explain the provisions and advantages of the scheme. Though there are many employers yet to be registered, and many who, together with their employees, have yet to be convinced of the benefits of the Fund, it can



be claimed that these efforts were not without success, and that the measure has been well launched. There remains, however, much initial work to be done and thereafter continuous enforcement. At the end of the year 10,741 employers, excluding Government Departments were registered, contributors totalled 578,624, and monthly contributions were in the order of \$4,000,000.

A new Workmen's Compensation Ordinance was enacted in November, 1952. It is to be brought into force at a date yet to be notified. The Ordinance revises the law relating to Workmen's Compensation, and in particular incorporates so many of the conventions and recommendations of the International Labour Organisation as are applicable to the circumstances of the Federation. There are at present in force in the several States and Settlements various laws dealing with workmen's compensation, all founded on one model and virtually identical. This Ordinance is in turn based on these existing laws, but it introduces a number of changes.

The principal change is one of procedure. Under all the existing laws there are Commissioners of Workmen's Compensation (in practice, Presidents of Sessions Courts) who are necessarily involved in every case, even though the matter has previously been settled by negotiation by an officer of the Department of Labour. The Department of Labour has proved singularly successful in settling disputes about workmen's compensation by negotiation, and this Ordinance provides that officers of that Department shall be able to negotiate and finalise any matter of workmen's compensation in which an agreement is secured between the employer and the workman. Such an agreement can then be registered and thereafter enforced as if it were an order of Court. This will add to the work of the Department of Labour, but it will obviate the necessity for Presidents of Sessions Courts to waste time in purely formal proceedings. If it proves impossible to effect the settlement of any question by negotiation, provision is made for such question to be referred to an Arbitrator.

The Ordinance makes an Arbitrator's award final, save that an Arbitrator may himself submit any question of law to the High Court for decision, and a Judge of the High Court may permit an appeal from an Arbitrator's award on a point of law. In either of these cases, there is a further right of appeal to the Court of Appeal.

Another important change from the existing law is that a workman will be defined as including all employed persons except those specifically excluded, rather than as formerly by reference to a limited schedule of those who are included as "workmen".

Under the existing law the workman has to prove that the accident arose both out of, and in the course of, his employment. The new Ordinance provides that, although the burden of proving that the accident arose in the course of his employment remains on the workman, the onus of proving that it did not arise out of his employment will rest on the employer in the first instance.

There are in the new Ordinance a number of other changes to the present law including the following :

- (1) Where it is found that an injured workman was at the time of his injury working under a contract of service or of apprenticeship which was illegal, the matter may be dealt with as though that contract of service or apprenticeship had been legal.
- (2) Where an accident happens to a workman while he is, with the express or implied permission of his employer, travelling to or from his place of work by any vehicle, ship, vessel or aircraft operated by or on behalf of the employer, such accident is deemed to arise out of and in the course of his employment.
- (3) An accident to a workman is deemed to arise out of and in the course of his employment if it arises when the workman is taking steps, on an actual or supposed emergency on the employer's premises, to rescue, succour or protect persons who are, or are thought to be or who may be, injured or imperilled, or if it arises when the workman is taking steps to avert or minimize damage to property.
- (4) An accident to a workman is deemed to arise out of and in the course of his employment, notwithstanding that he was at the time of the accident breaking any statutory regulations applicable to his employment or any orders given by his employer, or was acting without his employer's instructions, provided that the accident would have so arisen even if the workman had not broken regulations or disobeyed orders, or if he had acted with instructions, and also provided that the accident happened in connection with the employer's trade or business.
- (5) The Ordinance provides a " waiting period " of 4 days before an injured workman becomes entitled to compensation. In the existing laws, this " waiting period " is 7 days.
- (6) The amounts of compensation payable for every type of disability consequent upon an accident are increased, to bring them more into line with those awarded in other



progressive countries. The discrimination against a minor whose death has resulted or who has been temporarily disabled, in respect of the maximum compensation payable, has been abandoned.

- (7) In the case of an injury resulting in permanent partial disablement, the compensation payable shall be not less than a scheduled percentage of the compensation payable in a case of permanent total disablement. The existing laws provide that the compensation payable shall be that scheduled percentage.
- (8) Where permanent disablement follows a period not exceeding six months of temporary disablement, there shall not be deducted from the lump sum payable any amount already paid by way of half-monthly payments.

The Ordinance also provides for the introduction, by order of the High Commissioner in Council, of compulsory insurance by particular employers or classes of employers against their liabilities under the Ordinance.

A new Employment Bill, to replace the present Labour Code, had been drafted by the end of the year for presentation to Legislative Council in 1953. This most important measure is aimed at consolidating, revising and bringing up-to-date the law regarding the rights and duties of employers and employees.

A Bill entitled the Employment Information Bill was also under consideration at the end of the year. This Bill is intended to provide the Department of Labour with the necessary powers to inquire into the hours of work and working conditions of non-Government clerks and employees in shops, restaurants and theatres.

A draft Employment Service Bill was prepared for presentation to Legislative Council in 1953.

#### SAFETY, HEALTH AND WELFARE

##### *Compensation for Industrial Accidents*

The present form of tabulation of industrial accident statistics is to be amended in 1953 to provide information on the frequency and severity of accidents in various industries, and on their causes. The purpose is to record progress in accident prevention and to indicate the necessity for any new safety measures. The figures for 1952 cannot be used in this way but they are shewn in the following table of cases handled by the Department of Labour.



ways of nego-  
a jungle river—  
ological Survey  
at work







The homes of Raft-dwellers at Kuala Lipis, Pahang



## FEDERATION OF MALAYA

NUMBER OF WORKMEN'S COMPENSATION CASES WHERE THE WORKMAN WAS ASSISTED BY THE  
DEPARTMENT, 1952

State/Settlement.	Fatal Cases.			Permanent Disability Cases.			Temporary Disability Cases.			Total Amount paid.
	No. dealt with.	Amount paid. \$	No. pending.	No. dealt with.	Amount paid. \$	No. pending.	No. dealt with.	Amount paid. \$	No. pending.	
Kedah ...	17	19,843	12	13	8,161	8	211	5,154	43	33,158
Penang ...	18	18,770	5	36	21,346	5	232	10,410	27	50,526
Perak ...	80	216,076	93	109	93,712	52	625	28,628	107	338,416
Selangor ...	53	124,965	39	109	81,331	42	583	26,561	131	232,857
Negri Sembilan ...	22	48,973	21	43	42,071	37	290	6,122	54	97,166
Malacca ...	1	3,200	7	15	18,679	7	122	2,650	32	24,529
Johore ...	54	65,508	22	55	54,076	7	325	10,004	131	129,588
Pahang ...	27	68,181	7	7	7,855	10	92	6,299	37	82,335
Trengganu ...	18	38,688	2	6	8,840	8	27	2,943	17	50,471
Kelantan ...	3	8,015	6	—	—	—	11	2,915	64	10,930
Total ...	293	612,219	214	393	336,071	176	2,518	101,686	643	1,049,976



*Accidents Occurring in the use of Machinery*

During the year it was decided that the time had come for the Inspectorate of Machinery, hitherto a Branch of the Mines Department, to become a separate department within the portfolio of the Member for Industrial Relations. Thus ended, so far as the former Federated Malay States is concerned, an association which began when mechanical power was first introduced into Malaya for mining purposes in the Kinta Valley in the 1870's. The volume of work concerned with machinery used in the mining industry, expressed as a percentage of the total, has been decreasing steadily for some years as a result of the growth of secondary industries in Malaya. In 1952 the number of "mining" machinery inspections was approximately 21 per cent. of the total.

The Department has an establishment of 13 duty posts for senior officers with a leave reserve of 3. At the end of the year there were still 2 vacancies. These officers are all professionally qualified mechanical engineers, whose duties are prescribed under the various Machinery laws in force. Briefly, these laws prescribe that certain categories of machinery shall be annually inspected by a competent authority, that personnel in charge of steam boilers and prime movers shall possess certain qualifications, and that all machinery accidents causing death or grievous hurt shall be investigated, and where necessary an enquiry held. Cases of explosions and major breakdowns of certain categories of machinery, which do not result in injury to any person, are also investigated. Annual inspections ensure to a very large extent that any machinery accident shall not be due to the use of dangerous and unsafe machinery.

During 1952, the improvement in the staff position allowed an increase in activity, and approximately 9,500 inspections were made. During the course of these inspections, Inspectors travelled approximately 95,000 miles by road alone. These figures show an increase over 1951 of 15 per cent. and 26 per cent. respectively. Only in very few cases, and those upon the instructions of the Police, have Inspectors allowed the activities of communist terrorists to prevent inspections from being carried out. 1,474 candidates for certificates of competency to take charge of machinery were examined, approximately 77 per cent. being successful. 66 accidents were reported and investigated. This is a decrease of approximately 20 per cent. on the 1950 and 1951 figures, although it is believed that not all accidents are reported to the department. 17 cases of explosions or major breakdowns of machinery

were investigated. 62 prosecutions for contravention of the machinery laws were conducted, of which 59 were successful. In respect of these, fines totalling \$5,495 were imposed by the Courts.

While the standard of maintenance, and therefore of safety, of steam boilers, prime movers and unfired pressure vessels remains reasonably satisfactory, there is still a considerable amount of work to be done to reduce the hazards involved in the operation of other types of machinery, particularly in the smaller secondary industries. A new design of finger guard for rubber estate sheeting batteries has proved very successful and 1952 saw a large reduction in the number of accidents arising from such machinery. Successful experiments were also carried out with a new design of guard for rubber creping mills and these should show good results during the coming year. Accidents in the sawmilling industry still cause some concern, and improvements depend mainly upon a change in the attitude of the employees themselves. Discussions were held during the year with certain manufacturers of machinery with a view to having effective safeguards embodied in the design of their products, and improvements in this respect are becoming apparent.

During the year a new Machinery Bill was drafted to consolidate and bring up-to-date existing legislation in the Federation and to extend it to the States of Kelantan, Trengganu and Perlis, which at present have no such legislation. The new Bill will have a somewhat wider scope than the various State and Settlement Ordinances at present in force and for the first time will enable regulations to be made relating to the health and welfare of persons employed on or about machinery. It is proposed that these regulations should incorporate certain provisions of the United Kingdom Factories Acts of 1937 and 1948, insofar as they are applicable to the Federation.

### *Health and Welfare*

During the year steady progress was made by employers in providing new and better housing for their workers on estates and mines, and this in spite of the high cost of building, the declining price of rubber and the necessity for them to build accommodation for Special Constables. The price decline, however, had an immediate and drastic effect and prevented many enlightened employers from going as fast as they would wish. During the year approval was given by the Department of Labour for the construction of 4,416 new housing units and for the conversion of 345 existing units, thus providing new or better accommodation for some 14,000 workers. Over the past three years employers have received approval for the construction of some



18,000 units, sufficient to house about 54,000 workers. Much of the housing approved in 1952 was better in design than the standards demanded by the Department of Labour.

During the year much more attention was paid than in the past to living conditions on the smaller estates and an effort, which will be maintained, has been made to encourage absentee owners and managers to visit the New Villages and regrouping areas to meet their employees and to see the conditions under which they live. In a few cases orders had to be passed under Emergency Regulations for housing improvements necessary for the health of the workers. The majority of landlords have shewn themselves willing to carry out necessary improvements brought to their notice.

#### INDUSTRIAL TRAINING

There is no regulated apprenticeship in Malaya, but a considerable amount of unregulated "apprenticeship" training is undertaken by individual small employers, nearly all Chinese, in the metal working, foundry, building and connected trades. Some control exists over this training through the influence of the Chinese Guilds, but the question of the protection of these workers, and the supply of skilled tradesmen requires investigation and is under consideration. In this connection it should be mentioned that an officer of the Department of Labour attended the technical meeting of the International Labour Office on the Protection of Young Workers in Asia held at Kandy in December, 1952 and an officer from the Malayan Railways accompanied the International Labour Office Working Party on Apprenticeship held in Europe.

The Malayan Railways, and some other individual employers of standing, have well-established apprenticeship schemes. In addition, vocational training is given by the Junior Technical Trade School at its four centres, Penang, Ipoh, Kuala Lumpur and Johore Bharu. The Rural and Industrial Development Authority also is promoting certain forms of training.

It is hoped that supervisory training will be undertaken in 1953, perhaps with the aid of the International Labour Office which may be asked to send an expert to Malaya under the United Nations Technical Assistance Programme. Although plans for introducing this training were prepared some two years ago it has so far proved impossible to implement them. It is interesting to note that the Shell Company of the Federation of Malaya took steps to obtain this training for their staff in 1952, without waiting for the start of the national programme.

## Part III

## INDUSTRIAL RELATIONS

## TRADE UNIONISM

Table A on page 63 is an extract from the Annual Returns of registered Employee and Employer Trade Unions showing, by occupation, trade or industry, the paid-up membership as at the 31st March, 1952.

By the end of the year the number of registered Trade Unions had increased to 221. In addition 25 applications for registration were under consideration. This compares with the position at the end of 1951 when there were 197 registered Unions with 30 applications under consideration.

The 221 registered Unions have 478 Branches and comprise 7 Employers' Trade Unions and 214 Employees' Unions. The Employees' Trade Unions include 7 Federations of Trade Unions which have 43 registered Trade Unions affiliated to them.

The total membership of all the registered Trade Unions on the 31st December, 1952, was 129,014. The paid-up membership of the Employees' Trade Unions was 127,946 and the membership of the Employers' Trade Unions was 1,068; this last figure includes both company members and individuals. These figures show an increase of 20,775 in the paid-up membership of Employees' Trade Unions as compared with 1951.

Of the 214 Employees' Trade Unions, 123 were Civil Servants' Unions with a total membership of 43,576 and 91 were Employees' Unions in trades and industries with a total paid-up membership of 84,370.

An approximate breakdown of Employees' Unions by races and sexes, as at the 31st December, 1952, is given below:

	Male.		Female.		Total.		Percentage of total membership.
Indians ...	64,168	...	24,096	...	88,264	...	69 per cent.
Chinese ...	18,202	...	1,341	...	19,543	...	15 „
Malays ...	15,695	...	1,229	...	16,924	...	13 „
Others ...	2,957	...	258	...	3,215	...	3 „

In comparison with the previous year the membership of Employees' Unions increased by 19 per cent. The increases by races were as follows:

Indians ...	...	11,147	...	14 per cent.
Chinese ...	...	3,754	...	24 „
Malays ...	...	4,740	...	39 „
Others ...	...	51	...	2 „



The Federated Malay States Trade Unions Enactment, 1940, as amended by subsequent legislation and applied to the Federation by the Trade Unions Ordinance, 1946, continues to govern the registration of Trade Unions. There has been no amendment during 1952.

### Finances

The table below shows the percentage of the various items of income and expenditure to total income as summarised from the returns submitted by 197 Employees' Unions for the financial year ended 31st March, 1952.

Total income for the year 1951/1952 = \$1,120,727.01.

PERCENTAGE OF TOTAL INCOME.				PERCENTAGE OF EXPENDITURE TO TOTAL INCOME.			
		1950/51.	1951/52.			1950/51.	1951/52.
Entrance fees	...	5.4	7.2	Establishment Expenditure	...	9.8	19.4
Subscriptions	...	81.2	73.6	Salaries, Allowances	...	34.2	28.4
Levies	...	.1	.1	Rents, Rates and Taxes	...	8.6	5.5
Sales of Rules, etc....	...	.6	.9	Stationery, Printing and Postages	...	13.5	9.9
Donations	...	1.9	2.8	Compensation in Trade Disputes	...	.4	.3
Other Income	...	10.8	15.4	Benevolent, Educational, Social and Religious activities	...	13.5	7.7
				Affiliation Fees to Federations of Trade Unions	...	1.4	1.7
				Other Expenses	...	7.5	11.5
				Excess of Income over Expenditure	...	11.0	15.6

The table below shows the Annual contribution per Employee member towards the various heads of Income and how these sums were expended during the financial year ended 31st March, 1952. The total paid-up membership on 31st March, 1952, was 95,802.

INCOME.				EXPENDITURE.			
		1950/51.	1951/52.			1950/51.	1951/52.
		\$ c.	\$ c.			\$ c.	\$ c.
Entrance Fees	...	51	84	Establishment Expenses	...	92	2 27
Subscriptions	...	7 64	8 60	Salaries, Allowances and Wages	...	3 22	3 33
Levies	...	01	02	Rents, Rates and Taxes	...	81	64
Sales of Rules, etc....	...	05	11	Stationery, Printing and Postages	...	1 27	1 15
Donations	...	18	33	Compensation in Trade Disputes	...	04	04
Other Income	...	1 02	1 80	Benevolent, Educational, Social and Religious activities	...	1 27	90
				Affiliation Fees to Federations of Trade Unions	...	13	19
				Other Expenditure	...	71	1 35
				Savings	...	1 04	1 83
		<u>9 41</u>	<u>11 70</u>			<u>9 41</u>	<u>11 70</u>

TABLE A

## EMPLOYEES UNIONS

Extract from the Annual Returns as at 31-3-52

Occupation, Trade or Industry.	No. of Unions.	Paid-up Membership.
<b>CIVIL SERVANTS UNIONS:</b>		
Agriculture ... ..	1 ...	144
Customs and Excise ... ..	1 ...	380
Clerical Employees ... ..	14 ...	2,536
Co-operative Development Department Employees ... ..	2 ...	46
Electricians ... ..	2 ...	1,488
General ... ..	9 ...	2,548
Harbour Employees ... ..	1 ...	1,144
Interpreters ... ..	1 ...	225
Junior Staffs (Peons) ... ..	5 ...	585
Marine Employees ... ..	2 ...	79
Municipal Employees ... ..	6 ...	3,660
Welfare Workers ... ..	1 ...	24
Medical and Health ... ..	17 ...	4,195
P.W.D. Employees ... ..	4 ...	3,076
Printers ... ..	1 ...	232
P. and T. Employees ... ..	11 ...	2,356
Railway Employees... ..	7 ...	4,377
Surveyors ... ..	1 ...	516
Technicians ... ..	3 ...	548
Teachers—(i) English Schools ... ..	8 ...	1,286
(ii) Indian Schools ... ..	6 ...	334
(iii) Malay Schools ... ..	2 ...	1,749
	<hr/> 105 ... <hr/>	<hr/> 31,528 <hr/>
<b>INDUSTRIAL UNIONS:</b>		
Building Employees ... ..	4 ...	605
Clerical Workers ... ..	6 ...	1,892
Electrical Employees ... ..	1 ...	734
Fishermen ... ..	1 ...	296
General Labour ... ..	2 ...	85
Harbour Employees ... ..	4 ...	942



## EMPLOYEES UNIONS—(cont.)

Occupation, Trade or Industry.	No. of Unions.	Paid-up Memberships.
INDUSTRIAL UNIONS—(cont.)		
<i>Miscellaneous—</i>		
(i) Cooks ... ..	1 ...	211
(ii) Firewood Employees ... ..	1 ...	124
(iii) Quarry Workers ... ..	1 ...	95
(iv) Gold and Silversmith Employees	3 ...	1,981
<i>Mining—</i>		
(i) Tin Mining ... ..	6 ...	1,581
(ii) Coal Mining ... ..	1 ...	232
Mechanics ... ..	7 ...	3,522
Medical ... ..	1 ...	50
Printers ... ..	1 ...	69
Rubber Estate Employees ... ..	19 ...	45,795
Rubber Estate Staff ... ..	13 ...	2,384
Rubber Administrative Staff ... ..	1 ...	842
Salesmen ... ..	1 ...	16
Sawmills and Wood Cutting ... ..	1 ...	110
Sports ... ..	1 ...	62
Tailoring ... ..	1 ...	51
Tobacco Employees ... ..	5 ...	428
<i>Transport—</i>		
(i) Water Transport ... ..	3 ...	272
(ii) Road Transport ... ..	4 ...	612
Entertainments ... ..	1 ...	99
War Department ... ..	1 ...	1,184
	<hr/> 91 ... <hr/>	<hr/> 64,274 <hr/>

## EMPLOYERS' UNIONS

Trade or Industry.	No. of Unions.	Memberships.
Miners ... ..	1 ...	218*
Planters ... ..	1 ...	—*
General ... ..	1 ...	72*
Bus Owners ... ..	1 ...	—*
Cattle Owners ... ..	2 ...	245
Bakery Owners ... ..	1 ...	15*
	<hr/> 7 ... <hr/>	<hr/> 550 <hr/>

\* Mixed membership by companies and individuals.

*General Review*

A review of the activities and achievements of the various trade unions in the country during 1952 shows that the Malayan Trade Union movement has not only continued to develop on a sound functional and organisational basis but is already beginning to establish its position as a useful and necessary element in the economic and social system of the country.

In spite of the continued emergency conditions and the consequent difficulties that had to be faced by trade union officers and organisers, the work of expansion and consolidation of the movement has steadily been pursued as the figures in the preceding paragraphs indicate.

The organisational work during the year was not confined to an effort to increase the membership strength of the unions. There has also been a recognition, at least amongst some of the larger and comparatively better established unions, of the need for the federation and amalgamation of the many small unions with similar occupational and industrial interests, with a view to concentrating and strengthening the trade union force in the respective groups. Some of the more informed leaders of these groups of unions have always been conscious of this need for closer unity, and the experience they gained and the difficulties they had to face during their various negotiations with their employers still further encouraged them to consider the possibilities of federation and amalgamation, and in some cases to take the necessary action to this end.

A further significant development during the year was the move taken by certain unions and groups of unions to affiliate with International Trade Secretariats and other international bodies. The Federation of Government Clerical Unions and the Central Electricity Board Junior Officers' Union took steps to affiliate with the International Federation of Unions of Employees in the Public and Civil Services which has its Head Office in the United Kingdom.

Mr. Fritz Gmur, Secretary of the Postal Telegraph and Telephone International, visited Malaya in July, 1952, during the course of his tour to various countries in the Far East. The purpose of his tour was to obtain first hand information on the conditions of employment and living conditions of Postal, Telegraph and Telephone personnel and to find out in what way the P.T.T.I. could give assistance to the individual P.T.T. Unions in these countries. As a direct result of this visit the unions catering for Postal and Telecommunication employees in the country took an immediate decision to affiliate to the P.T.T. International.



The Second Anniversary of the formation of the Malayan Trade Union Council was celebrated on the 30th March, and the Third Annual Delegates Conference was held in Kuala Lumpur on the 27th, 28th and 29th June, 1952. Two hundred and sixteen delegates representing 83 affiliated trade unions attended the Conference together with a large number of observers. The Conference adopted several amendments to the Constitution of the Malayan Trade Union Council and passed a number of resolutions on various matters of interest to the Malayan workers.

During the year the Malayan Trade Union Council, through its Central Committee and the various State and Settlement Divisional Committees, did its utmost to assist its individual affiliates in their varied problems and generally to represent and interpret the social and economic interests affecting all Malayan workers.

Throughout the year the Malayan Trade Union Council also maintained very close and cordial relations with the International Confederation of Free Trade Unions. A meeting of the Asian Regional Committee of this Confederation was held in Calcutta in October, 1952, and the Malayan Trade Union Council submitted various items for inclusion in the Agenda for the meeting. These items related to the general welfare of workers such as, the creation of Labour Welfare Funds, the provision of housing accommodation and of schools for workers' children, and the fixing of minimum standards of social security.

During 1952 considerable progress was made in organised educational work for trade unionists. A series of Trade Union Training Courses, the first of their kind to be organised in Malaya, were held in April and June. These courses, which were sponsored by the Federation Government and organised by the Trade Union Adviser, originated from a request by the Malayan Trade Union Council to the former Secretary of State for the Colonies, Mr. James Griffiths, during his visit to Malaya in 1950.

Owing to the difficulty of setting up a Training School in one centre to cater for "students" living and working in all parts of the Federation of Malaya, it was decided to hold four identical courses, of two weeks' duration each, in four different centres—Kuala Lumpur, Malacca, Ipoh and Penang. Selection of suitable candidates was made by the Malayan Trade Union Council from among members of its affiliated trade unions in the respective areas.

Mr. F. W. Dalley, an experienced trade unionist from the United Kingdom was the principal lecturer. Local Heads of Departments connected with labour relations and various guest speakers also lectured at these courses. Lectures and discussions were in English and

attendance at each of the courses was limited as far as possible to 20 English-speaking students so that full value could be obtained from discussion periods. It was, unfortunately, not practicable to extend these courses to non-English speaking students who would represent a much larger group of trade unionists and one whose need and desire for broad instruction of this kind is very great.

As the next logical step in its often-declared policy to foster the growth of free and independent trade unionism, the Government of the Federation added a special Training Section to the office of the Trade Union Adviser. The main duties of this Section are to organise regular training courses in the principal vernacular languages at various centres throughout the Federation, and to guide and assist individual trade unions in their own educational work.

Stimulated by the lead given by the Federation Government in providing facilities for the education of trade unionists, various Divisional Committees of the Malayan Trade Union Council and some of the individual unions took steps during the latter part of the year to organise their own trade union educational classes.

The I.C.F.T.U. Asian Trade Union College in Calcutta sponsored by the Asian Regional Organisation of the I.C.F.T.U. was inaugurated in November, 1952. Its main purpose is to train workers from industry in the principles and practice of trade unionism so as to enable them to assume the leadership in building up the Trade Union movement in their respective countries in Asia. Arrangements have been made to run a series of training courses, each of 12 weeks duration, and to admit about 30 students from Asian countries to each of these courses. The first course commenced on the 5th November, 1952 and two trade unionists from the Federation were sent to Calcutta to attend.

An interesting development during the year was the realisation by the Malayan Trade Unions of the need for their own publications to help in developing an educated and informed membership. The Perak Estate Employees' Union launched its union organ "NAGARIGAM" (Civilisation), a Tamil monthly, and the Plantation Workers' Union, Malaya, issued the first number of its Weekly Journal in Tamil—"SANGAMANI" (Workers Herald)—on May Day.

#### DISPUTES AND NEGOTIATIONS

Continued efforts were made by the officers of the Labour and the Trade Union Adviser's Departments to stress the importance and need for good relationship and proper understanding between employers and employees and the value to both of agreed joint negotiating machinery.



There has been ample evidence during the year to show that more and more trade unions and employers' groups were coming to recognise collective bargaining as the best method for settling questions of wages and conditions of employment in their respective industries. As a result of experiences gained in the course of various "ad hoc" joint negotiations, there has been a growing consciousness among trade unions of the need, not only for a closer unity among their own groups, but also for the establishment of proper negotiating machinery of a permanent nature for purposes of regular discussions and agreements on matters of mutual interests.

The Unions catering for the estate workers have, when occasion warranted, worked together through an "ad hoc" joint committee—Pan Malayan Rubber Workers' Unions Negotiating Committee.

No severe strikes occurred during the year, but one dispute in a public transport service led to the immediate dismissal of a large number of workmen who had gone on strike and whose demands were considered unreasonable and irrelevant by their employer. Altogether there were 98 strikes in 1952 involving 12,801 workers and the loss of 44,489 man-days, compared with 58 strikes with a loss of 41,365 man-days in 1951. It is therefore apparent that many of these strikes were small.

In spite of two reductions in wages in the plantation industry industrial harmony was not seriously disrupted. It stands to the credit of the good sense of estate employees and their unions, as well as of the good relations prevailing with estate managers, that very few disputes arose, though confusing reports were sometimes issued while negotiations were in progress between the principle parties in Kuala Lumpur.

Twenty-nine strikes occurred in the plantation industry in July at the time when, after due notice, wages were reduced. The increased price of rice and the introduction of the Employees Provident Fund, involving deductions from pay, may have been contributory factors, and the Communists are thought to have played a part in 13 of these strikes on estates in Pahang. 16,533 man-days were lost in this month, 5,151 workers being involved. In August and September other small strikes occurred spasmodically over the application and interpretation of collective agreements. The wrongful arrest of two union subscription collectors caused a strike of 430 workers on an estate in September, but this was quickly settled on the same day by the release of these officials. Three hundred workers, in protest against the interference by their estate manager in a religious ceremony, stopped work for 4 days in December.

## ANALYSIS OF STRIKES BY DURATION AND INDUSTRY.

Duration.	Rubber.	Tin Mining.	Trans- port.	Govt.	Sawmills.	Coconut.	Manufac- turing.	No. of Man-days. Disp.	
Up to 5 days	50	—	3	—	—	20	3	76	21,767
„ 10 „	11	—	—	—	—	—	2	13	8,248
„ 15 „	7	—	—	—	—	—	—	7	11,569
Over 15 „	1	—	—	—	1	—	—	2	2,905
Total ...	69	—	3	—	1	20	5	98	44,489

As already mentioned, two reductions in wages were effected in the rubber industry without causing industrial unrest. The principals themselves negotiated a new agreement for the third quarter of 1952, when the price of rubber fell below the lowest point of their earlier agreement, and this is an indication of the progress which has been made in the establishment of responsible negotiating machinery in the Rubber Industry. A further drop in price soon after this led to renewed negotiations which were conducted without bitterness, but also without success, and, on the agreement of the parties, the matter in dispute was referred to a Board of Arbitration constituted under the Industrial Courts Ordinance. Similarly the dispute existing between the Perak Hydro Electric Power Co., Ltd. and the Perak Hydro Employees Union was referred to an Arbitration Board under the Chairmanship of Mr. G. Hawkins. Both parties agreed beforehand to accept the Boards' findings for a period of one year.

The unions catering for the monthly-paid Government employees continued their negotiations on the basis of the Benham Report and by the end of the year some 20 unions had completed negotiations, which covered about 80 grades of the Public Service. In only one case was there a deadlock. Negotiations between the Malayan Railway Traffic Operating Union and the Government, as to the salary scale for Guards, did not result in agreement, and it was decided that the matter should be referred to an independent Referee. Mr. H. W. Wilson, Judge of the Supreme Court, was appointed Referee, and issued his award on the 3rd November.

During the year negotiations were also held between the Council of Government Daily-Rated Workers and the Government on the question of increased basic wages and other conditions of employment. Deadlock was reached on some of the major claims and a joint report was submitted to the Deputy High Commissioner.

## WHITLEY COUNCILS

Mr. W. J. Haines of the British Ministry of Labour and National Service arrived in Malaya in March to advise the Government on the setting up of proper Whitley Council Machinery.



At the end of the year considerable progress had been made in the work of setting up permanent negotiating machinery in the Government service and a fair amount of agreement had been reached on the suggestion that there should be only two Central Whitley Councils, that is :

- (i) For the whole of the monthly-paid staff in Divisions I to IV, and ;
- (ii) For the whole of the daily-rated staff.

Draft constitutions had been prepared for both the Councils and at the end of the year they were under consideration by the Government and the various staff organisations concerned. Owing to the Benham Salaries negotiations, the Departmental Whitley Councils already established in some of the Government Departments showed very little activity, although some of their Area Committees continued to function on a limited scale.

Progress was made in the establishment or functioning of joint negotiating machinery in respect of the Malayan Aided Schools, the Penang Municipality and the Malacca Municipality and at the close of the year a few other industries and concerns including the Central Electricity Board and the Cargo Handling Corporation, Port Swettenham, were taking preliminary action to set up formal joint councils with a view to providing regular machinery for negotiations and consultations between the management and staff.

## Chapter III

### FINANCE AND TAXATION

#### PUBLIC FINANCE

The year 1952 saw a sharp fall in the price of rubber, which was felt by the whole of the Federation's economy. The consequence was not only a heavy decline in revenue from the export duty on rubber, but in addition an all-round decline in revenue from nearly all import and export duties. Customs revenue as a result was nearly \$50 million short of the estimate.

There was on the other hand a notable increase in Inland Revenue of nearly \$122 million over the estimate, which was accounted for by the very high profits earned in 1951 by the rubber industry as a result of the high price of the commodity prevailing in that year. The prosperity of the industry was reflected in most other industries and in business in general in 1951, with consequent high collections of income tax in 1952.

Total expenditure for the Federation in 1952, was, however, nearly \$70 million above the estimate, largely in respect of urgent and unforeseen expenditure arising out of the emergency, and although there was an excess of revenue over expenditure of more than \$58 million it was necessary to set aside \$85 million to meet liabilities incurred but not paid for in 1952. There was an overall decrease in the Federation's surplus funds of about \$2 million.

The Accounts of 1952 have not yet been finally closed but the provisional total revenue of the Federation for the year ended the 31st December, 1952, amounts to \$724 million which is \$83 million above the total provided for in the 1952 Estimates.

Head.	Actual Collections.		1952 Estimates.	1952 Provisional.	Increase or Decrease.
	1950.	1951.			
	\$	\$	\$	\$	\$
CLASS I.—					
1. Customs ...	303,097,051	516,930,726	445,682,000	396,595,770	— 49,086,230
2. Excise ...	6,407,752	9,870,672	9,234,500	8,353,227	— 881,273
3. Licences ...	66,376,474	155,293,976	15,347,500	18,992,982	+ 3,645,482
4. Inland Revenue ...			110,910,000	232,823,904	+ 121,913,904
CLASS II.—					
5. Fees of Court or Office, Payment for Specific Services and Reimbursement- in-Aid ...	13,376,621	13,293,614	9,729,288	12,646,928	+ 2,917,640



Head.	Actual Collections.		1952 Estimates. \$	1952. Provisional. \$	Increase or Decrease. \$
	1950. \$	1951. \$			
CLASS III.—					
6. Posts ... ..	7,718,241	9,477,270	10,500,000	9,932,393	— 567,607
7. Telecommuni- cations ... ..	11,409,663	13,313,406	14,000,000	15,434,897	+ 1,434,897
CLASS IV.—					
8. Rents on Govern- ment Property...	162,463	326,098	246,000	364,222	+ 118,222
9. Interest ... ..	3,135,203	8,700,573	10,078,000	13,812,483	+ 3,734,483
CLASS V.—					
10. Miscellaneous ...	29,828,859	5,963,227	8,168,800	10,983,157	+ 2,814,357
Sale of Property ...	259,722	190,446			
CLASS VI.—					
11. Colonial Develop- ment and Welfare Fund	1,595,974	2,091,913	7,055,162	4,299,452	— 2,755,710
Total Revenue from all sources ... ..	443,368,023	735,451,921	640,951,250	724,239,415	+ 83,288,165

The provisional total expenditure on Federal Services during 1952 amounts to over \$593 million being made up of over \$534 million charged against Revenue and slightly less than \$60 million charged to “ Reserve to meet liabilities already incurred ”.

This compares with actual expenditure on Federal Services of \$340 million during 1950, and \$549 million during 1951. The reserve to meet liabilities already incurred was first created for 1952.

The provisional total expenditure on Federal Services for 1952 of \$593 million includes expenditure of \$307 million (approximately) on account of the Police, Defence Services and the Emergency.

Taking into account the allocations to States and Settlements which amount to \$131.5 million (provisional), the total provisional expenditure chargeable against Federal Revenue is \$666 million. On this basis there is a provisional surplus of over \$58 million, being excess of Revenue over expenditure, for the year 1952.

A further sum of \$85,000,000 has been placed to “ Reserve to meet liabilities already incurred ”.

### *Assets and Liabilities*

The statement on pages 74 and 75 shows the actual assets and liabilities of the Federation of Malaya on the 31st December, 1951, and the provisional assets and liabilities on the 31st December, 1952.

### *States and Settlements*

It is provided in the Federation agreement that the revenues of the Governments of the Malay States and the Settlements shall be derived from the following sources :

1. Revenue from Toddy Shops.
2. Revenue from Lands, Mines and Forests.

3. Revenue from Licenses other than those connected with mechanically propelled vehicles, electrical installations and registration of businesses.
4. Entertainments Duty.
5. Fees in Courts, other than those mentioned in Part I of the Fourth Schedule.
6. Fees and Receipts in respect of specific services rendered by departments of State or Settlement Governments for which charges are made.
7. Revenues of Town Boards, Rural Boards and similar local authorities other than Municipalities established under any Municipal Ordinance.
8. Receipts in respect of Water Supplies including Water Rates.
9. Rents on State and Settlement property.
10. Interest on State and Settlement Balances.
11. Receipts from Land Sales and Sales of State and Settlement Property.
12. Fines and Forfeitures in Courts other than those mentioned in Part I of the Fourth Schedule.
13. Share in the All Malaya (Currency Surplus) Fund.

In addition sums are allocated annually to the Governments of the Malay States and of the Settlements to meet the difference between estimated expenditure and estimated revenue, and the position for 1952 is tabulated as follows :

State or Settlement.			Estimated Revenue, 1952. \$	Estimated Expenditure, 1952. \$	Allocations from Federal Revenue, 1952. \$
Johore	...	...	13,543,216	36,904,745	23,361,529
Kedah	...	...	4,870,957	19,370,047	14,499,090
Kelantan	...	...	2,524,983	10,233,542	7,708,559
Malacca	...	...	2,555,051	8,526,150	5,971,099
Negri Sembilan	...	...	6,183,695	19,192,634	13,008,939
Pahang	...	...	3,907,670	14,302,496	10,394,826
Penang	...	...	4,119,511	18,891,900	14,772,389
Perak	...	...	15,443,137	46,856,276	31,413,139
Perlis	...	...	396,521	2,730,138	2,333,617
Selangor	...	...	12,038,509	33,271,464	21,232,955
Trengganu	...	...	2,282,953	7,031,247	4,748,294
Total			67,866,203	217,310,639	149,444,436



STATEMENT SHOWING THE ACTUAL ASSETS AND  
THE 31st DECEMBER, 1951, AND THE PROVISIONAL

Liabilities.	Actual 31st December, 1951.		Provisional 31st December, 1952.	
	\$	\$	\$	\$
Loan Account :				
Malayan Union Loans (1946) 2½% 1954/66 and 3% 1962/66 Un- expended Balance ... ..	638,105		338,642	
Federation of Malaya Loans (1949) 3% 1974/76, 3½% 1961/71 and 5% 1962/72 Unexpended Balance ...	7,064,354		17,711,001	
Federation of Malaya Loan (1952) 5% 1962/72... ..	...		16,984,580	
	<hr/>	7,702,459	<hr/>	35,034,223
Loans (Interest Free) to Imperial Government ... ..	...	88,164	...	450
Premium Bonds ... ..	...	712,910	...	1,039,360
Treasury Bills ... ..	...	48,326,375	...	49,006,531
Treasury Bills under Loan Ordinance No. 59 of 1951 ... ..	...	...	...	19,943,463
Sundry Funds :				
Rubber Industry (Replanting) Fund	49,928,139		5,776,669	
States and Settlements ... ..	1,185,873		1,041,967	
Others ... ..	2,660,966		2,839,445	
	<hr/>	53,774,978	<hr/>	9,658,081
Sundry Accounts :				
War Office ... ..	3,320,966		1,862,864	
States and Settlements ... ..	191,100		210,386	
Others ... ..	6,250,985		7,334,150	
	<hr/>	9,763,051	<hr/>	9,407,400
Deposits :				
Treasury Deposits under Ordinance No. 66 of 1952 ... ..	...		45,000,000	
War Damage Commission ... ..	3,187,828		...	
Custodian of Enemy Property ...	17,854,891		37,974,351	
States and Settlements ... ..	15,270,252		19,971,801	
Others ... ..	9,332,514		8,984,184	
	<hr/>	45,645,485	<hr/>	111,930,336
Due to other Administrations... ..	...	30,954,510	...	29,118,830
Reserve to meet Liabilities already Incurred ... ..	...	80,000,000	...	85,000,000
Special Reserve Fund ... ..	...	11,798,361	...	11,757,273
Opium Revenue Replacement Reserve Fund ... ..	...	39,126,462	...	35,647,859
General Revenue Balance Surplus (b)...	...	283,851,994	...	284,739,812
		<hr/>		<hr/>
		611,744,749		682,283,618

(a) Includes Central Electricity Board Stock at nominal value in respect of Electrical

(b) The Federation's share of pre-war Straits Settlements Surplus Funds due from

# LIABILITIES OF THE FEDERATION OF MALAYA ON ASSETS AND LIABILITIES ON THE 31st DECEMBER, 1952.

Assets.				Actual 31st December, 1951.		Provisional 31st December, 1952.	
				\$	\$	\$	\$
Cash :							
In Treasuries and Banks	...	...	...	57,435,183		63,901,700	
In Agencies	...	...	...	77,144		Cr. 104,210	
In Transit	...	...	...	3,050,454		706,604	
Fixed Deposits	...	...	...	45,428		60,390	
					60,608,209		64,564,484
Investments :							
Surplus Funds (a)	...	...	...	263,004,211		286,951,171	
Special Reserve Fund...	...	...	...	11,798,361		11,757,273	
Opium Revenue Replacement Reserve Fund	...	...	...	39,126,462		35,647,859	
States and Settlements	...	...	...	685,618		596,985	
Sundry Funds, etc.	...	...	...	1,521,940		1,402,301	
					316,136,592		336,355,589
Joint Colonial Fund	...	...	...		60,857,143	...	87,617,143
Advances :							
Due by Other Administrations	...	...	...	1,186,782		1,021,101	
Due by Malayan Railway	...	...	...	9,722,294		11,143,289	
Food Supplies	...	...	...	72,598,232		45,431,307	
Unallocated Stores	...	...	...	17,064,028		23,297,283	
1951 Loan Works	...	...	...	...		20,829,642	
War Damage Commission	...	...	...	...		44,074,351	
States and Settlements	...	...	...	7,258,884		7,324,239	
Others	...	...	...	10,557,629		14,359,876	
					118,387,849		167,481,088
Imprests	...	...	...	...	355,796	...	337,345
Loans :							
Rehabilitation Loans to Municipalities, Tin Mines, etc.	...	...	...	52,643,791		24,026,459	
Imperial Government (Interest Free)	...	...	...	88,164		450	
States and Settlements	...	...	...	395,609		490,043	
Others	...	...	...	2,271,596		1,411,017	
					55,399,160		25,927,969
					611,744,749	...	682,283,618

undertaking transferred to the Board.  
Singapore Government has not been included.



An allocation is also made annually to each of the Governments of the Malay States and of the Settlements for unforeseen services, and under normal financial conditions, this is calculated so as to be such percentage of the annually recurrent expenditure of the Malay State or Settlement as will produce an amount of \$100,000 in the case of the Malay State or Settlement where annually recurrent expenditure for the year is the largest. The amounts of these allocations for 1952 were as follows :

State or Settlement.			Estimated Annually Recurrent Expenditure.		Allocations.
			\$		\$
Johore	...	...	31,133,335	...	74,647
Kedah	...	...	16,408,802	...	39,343
Kelantan	...	...	7,648,816	...	18,339
Malacca	...	...	7,602,337	...	18,228
Negri Sembilan	...	...	15,635,259	...	37,488
Pahang	...	...	12,786,969	...	30,659
Penang	...	...	14,983,563	...	35,926
Perak	...	...	41,707,166	...	100,000
Perlis	...	...	1,967,708	...	4,718
Selangor	...	...	26,884,210	...	64,459
Trengganu	...	...	5,452,910	...	13,074
Total			182,211,075	...	436,881

#### CUSTOMS AND EXCISE

##### *Revenue*

The total collections by the Customs and Excise Department in 1952 amounted to \$480,230,167 of which \$7,921,556 represented State and Settlement Revenue as opposed to Federal.

Revenue for previous years amounted to :

1949 Federal Revenue	...	\$197,375,601	State	...	\$3,741,554
1950	„	310,060,827	„	...	4,249,785
1951	„	527,842,563	„	...	5,658,417

The increase in the State Revenue this year was due to more Estate Toddy Shops being opened, to an increase in the retail sale price of toddy in Government Toddy Shops, and to an increased collection of Royalty on Iron Ore (Trengganu).

*Import Duties*

The total amount collected was \$205,653,454 a decrease of \$8,637,586 on 1951. The main decreases were :

- |  |     |     |     |             |
|--|-----|-----|-----|-------------|
| (i) Malt Liquors   | ... | ... | ... | \$2,703,697 |
| (ii) Textiles and Apparel  | ... | ... | ... | 6,115,612   |
| (iii) There were other minor decreases under other items of revenue which have been counter balanced by an increase of \$3,452,350 in import duty collected on Petrol. |     |     |     |             |

*Export Duties*

The total amount collected was \$190,942,316 as compared with \$302,921,932 in 1951, a decrease of about 112 millions. The main decreases were :

- |                           |     |     |     |               |
|---------------------------|-----|-----|-----|---------------|
| (i) Export Duty on Rubber | ... | ... | ... | \$103,550,480 |
| (ii) „ „ Copra            | ... | ... | ... | 1,121,109     |
| (iii) „ „ Tin Ore         | ... | ... | ... | 6,673,319     |
|                           |     |     |     | <hr/>         |
|                           |     |     |     | \$111,344,908 |
|                           |     |     |     | <hr/>         |

*Excise*

The total amount collected was \$8,351,787—a decrease of \$1,520,289 on 1951.

Twelve distilleries were operating at the end of the year; excise duty collected during 1952 on samsu released from the distilleries amounted to \$8,188,093, a decrease of \$1,238,769 on the revenue collected from this source in 1951. The total output of spirit—ex-still—of these distilleries during the year was 276,407 gallons.

\$5,365.20 duty was collected on 53,652 packets of playing cards manufactured in one factory in the Federation.

There were three factories manufacturing matches and the duty collected amounted to \$75,277.

The gross revenue from Toddy Shops amounted to \$5,373,552 an increase of \$1,499,712 over 1951. The net revenue amounted to \$2,336,202 an increase of \$88,959 over 1951.

*Preventive*

The number of convictions obtained was 2,418 and the total fines imposed amounted to \$575,202.77 of which \$285,317.53 were paid. Seizures made during the year included over 12 tons of tobacco and over 4 tons of opium and chandu.



*O. & M. A. Report*

Throughout the year the implementation of recommendations of the Organisation and Methods Adviser's Report on the Department, published in February, 1952, was continued and the majority of recommendations or approved variations, are now in effect.

A reduction of 66 clerical staff was achieved during the year.

*Expenditure*

The total expenditure on Departmental Votes during the year amounted to \$13,336,259 and represents 2.78 per cent. of the total amount collected (as against \$12,769,411 representing 2.25 per cent. of the total amount collected in 1951). The increase in expenditure was due to increased Personal Emoluments.

*Staff*

At the close of the year, the total number of Staff was 2,147. The authorised establishment of Division I officers is 87 including the Comptroller, Deputy Comptroller and a leave reserve of 12 officers. The number of Division I officers actually available was 66. In the case of Division II officers the authorised establishment provides for 31 officers, but the number of officers available was only 29.

*Central Information Office and Training Branch*

During the early part of the year, the Central Information Office of the Department was set up in Seremban and began to function.

A beginning was also made to establish a Central Assessment Office in Seremban and plans prepared for a series of Courses and Lectures for the future Customs Training School through which, when it is built, all recruits to the Outdoor Staff will pass. The site for the School has not yet been definitely fixed.

## PUBLIC DEBT

The local issue of \$32,000,000 3 $\frac{3}{4}$  per cent. Loan 1961/71 made under the Loan Ordinance, 1949, in September, 1951, remained available "on tap" until the 23rd September, 1952, when it was closed. The amount subscribed was \$24,825,200. A further issue of \$7,500,000 Federation of Malaya 5 per cent. Loan 1962/72 was opened under the authority of the Loan Ordinance, 1949, on the 6th October, 1952, and was quickly oversubscribed. The list of applications was closed on the 7th October, 1952, when the applications amounted to \$11,252,000. Allotment was made in full in respect of applications for \$12,000 and under. A 65 per cent. allotment was made in respect of all other applications.

The Federation of Malaya Security Loan Ordinance, 1952, authorised the raising of \$100,000,000 to meet expenditure in connection with the prosecution of the Emergency. The list of applications for a local issue of \$50,000,000 5 per cent. Registered Stock, 1962/72 was opened on the 24th November, 1952. The list of applications was closed on the 8th January, 1953, when the applications amounted to \$54,447,700.

The Loan (Premium Bonds) Ordinance, 1951, authorised the issue of one million Premium Bonds at a price of \$10 each. The Bonds are redeemable by half-yearly drawings at the rate of one hundred and ninety-five bonds at each drawing. Bonds not so drawn mature for redemption at the rate of \$11 for each bond, on the 1st December, 1961. The number of bonds sold as at the 31st December, 1952, amounted to 104,855 at a total issue price of \$1,048,550.

The funded Public Debt of the Federation of Malaya is as follows :

Issue.	Date of Final Maturity.	Interest Paid.	Outstanding.
<i>External.—</i>			
(1) 3 per cent. 1935 ...	1970	January and December 15	£4,000,000
(2) 3 per cent. 1949 ...	1976	May and November 15 ...	8,050,000
			<hr/> £12,050,000
			<hr/> \$103,285,715
(3) 4½ per cent. 1931 ...	1959	January and July 1 ...	\$16,000,000
(4) 3 per cent. 1936 ...	1966	June and December 15 ...	15,000,000
(5) 3 per cent. 1940 ...	1959	April and October 1 ...	20,000,000
(6) 3 per cent. 1941 ...	1960	January and July 15 ...	10,000,000
(7) 2½ per cent. 1946 ...	1956	January and July 15 ...	12,500,000
(8) 3 per cent. 1946 ...	1966	January and July 15 ...	54,000,000
(9) 3¾ per cent. 1951 ...	1971	May 31 and November 30	24,825,200
(10) 5 per cent. 1951 ...	1972	June and December 15 ...	7,500,000
(11) 5 per cent. 1951 ...	1972	April 30 and October 31 ...	16,984,630
(12) Premium Bonds ...	1961		1,048,550
			<hr/> \$177,858,380
Grand total ...			<hr/> \$281,144,095

The accumulated Sinking Funds in respect of the above Loans on 31st December, 1952, amounted to \$70,803,357.

Treasury Bills unexpired at the 31st December, 1952, of from 1 to 12 months tenor amounted to \$69,260,000. The issue of these Treasury Bills is authorised by Treasury Bills (Local) Ordinance, 1946 and the Loan Ordinance, 1951.



The Treasury Deposit Receipts Ordinance, 1952, authorised the Financial Secretary, Federation of Malaya, to accept Treasury Deposits to a maximum of \$75,000,000 for a period of 3, 4 or 5 years at rates to be prescribed by the High Commissioner in Council. The Financial Secretary during 1952 accepted Treasury Deposits of \$45,000,000 for a period of five years at 3.1/16 per cent. per annum.

#### BANKRUPTCY

The following data indicate the volume of insolvency in 1952 in comparison with that of the last two years :

	1950.	1951.	1952.
Receiving Orders against Firms and Individuals ...	33	35	37
Wage Earner's Admi- nistration Orders...	34	24	25
Estimated gross liabilities ...	\$1,228,142.57	\$737,171.48	\$1,789,676.96
Estimated total assets	\$233,610.41	\$209,267.14	\$295,857.64
Estimated loss to creditors ...	80.98%	72.00%	83.47%

The incidence of insolvency of Firms by trades is set out in the following Table:

Type of Business.	No. of persons involved.	No. of cases.	Estimated Liabilities.
General Traders ...	9	8	\$694,000
Hardware Dealer ...	1	1	13,000
Rubber Dealers ...	3	2	44,000
Rice Miller ...	3	1	319,000
Sundry Traders ...	5	5	102,000
Tin Miners ...	4	4	53,000
	25	21	\$1,225,000

Of the 25 persons involved, 21 Adjudication Orders were made during the year. There were 41 cases of wage-earners' insolvency

during the year, of which 25 were under Wage-Earner's Administration Orders. The estimated liabilities of these 41 cases amounted to \$564,000.

Twenty-five Wage Earners' Administration Orders were made in 1952, of which 18 were in respect of Government employees. A Wage Earner's Administration Order can be made for the summary administration of the Estate of a salaried employee who does not engage in trade where the salary does not exceed \$350 a month. An amendment of the law is being made to increase the limit to \$500 a month.

The Official Assignee wound-up the affairs of 8 Societies whose registration had been refused or cancelled under the Societies Ordinance, 1949. The total assets amounted to \$2,543.80.

Three hundred and twenty-eight dividends were declared and paid during the year and the amount distributed was \$142,827.50. On the 31st December, 1952, \$763,414.25 was standing to the credit of the Bankruptcy Estates Account in cash and investments. The interest on investments received during the year amounted to \$19,651.11.

The revenue earned by the Department amounted to \$32,889.41. In addition, the sum of \$213,019.57 was transferred out of the Bankruptcy Estates Account to revenue. This sum represents unclaimed pre-occupation balances which, due to destruction of books by fire and enemy action, it has not been found possible to credit to any particular estate and to which no claim has been received for over five years. The expenditure of the Department amounted to \$224,133.96.

On the 31st December, 1952, there were 2,434 undischarged bankrupts and debtors in the Federation of Malaya.

#### PUBLIC TRUSTEE AND OFFICIAL ADMINISTRATOR

During the year a branch office was opened in Kota Bahru, Kelantan on the 1st April, 1952. That there was a need for such an office has been made manifest by the very considerable volume of work which was almost immediately attracted to it and which largely accounts for the increased figures for the current year as contrasted with 1951.

During 1952, 347 new estates and trusts were accepted; 211 were wound up, leaving in hand under administration at the end of the year 484 estates and trusts, apart from 223 others of a petty nature. Business transacted during the year exceeded \$9,700,500. The value of assets in hand at the close of the year was approximately \$8,834,800, consisting of \$2,390,900 in real estate, \$5,140,400 in trustee investments, \$492,700 cash with bankers and \$810,800 in shares and other movables.



The total expenditure in 1952 chargeable against Government votes was approximately \$223,083 and revenue from fees approximately \$26,845.

### INCOME TAX

The Income Tax (Amendment) Ordinance, 1952, which was enacted in August, 1952, provided, *inter alia*, for a deduction of \$3,000 in assessing the income of a Hindu Joint Family.

The rate of tax chargeable on the income of companies remained at 30 per cent. for 1952.

The rates of tax applicable to persons other than companies were as follows:

- (a) Non-resident persons, other than companies, trustees (other than trustees of an incapacitated person) and executors ... .. 20 per cent.

In the case of non-resident persons, there is a provision for a proportion of personal reliefs to a British subject or a British protected person.

- (b) Persons other than those referred to in paragraph (a) above—

For every dollar of the first	\$	500	of chargeable income	3	per cent.
For every dollar of the next		500	„ „	4	„
„ „		500	„ „	5	„
„ „		500	„ „	6	„
„ „		1,000	„ „	7	„
„ „		2,000	„ „	8	„
„ „		2,000	„ „	10	„
„ „		3,000	„ „	12	„
„ „		5,000	„ „	15	„
„ „		35,000	„ „	20	„
For every dollar of the exceeding	... ..	50,000	„ „	30	„

In the case of individuals resident in the Federation \$3,000 is deductible from assessable income if the individual is unmarried. A further allowance of \$2,000 is made to a married man. Allowances are also made in respect of children up to nine in number, for life assurance premiums paid, and for obligatory or contractual contributions to approved pension or provident funds.

Approximately 57,000 return forms were issued for the year of assessment 1952. This represents an increase of approximately 8 per cent. over the number issued for the previous year of assessment. On the other hand, 42,500 assessments were made in 1952, an increase of 50 per cent. over the number made in 1951. The total of the tax assessed in 1952 was approximately \$226.5 million compared with \$129 million in the year of assessment 1951.

The tax actually collected in 1952 for the years of assessment 1948 to 1952 inclusive, to include sums collected by the Colonial Income Tax Office, London, on the Federation's behalf was approximately \$217 million. This figure takes account of \$4.6 million representing the net sum assessed and collected in Singapore on the Federation's behalf during the six months ended 30th June, 1952, but does not include a net sum of \$4.5 million similarly assessed and collected during the six months ended 31st December, 1952.

The filling of the senior posts in the department has continued to present difficulties.

The Federation Income Tax Department has offices in Kuala Lumpur, Penang, Malacca and Ipoh.

A double Taxation Relief Arrangement with the United Kingdom is in operation.





## Chapter IV

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### CURRENCY AND BANKING

#### CURRENCY

The standard currency of the Federation of Malaya is the Malayan dollar which has a value of two shillings and four pence and is divided into one hundred cents. Under the 1951 Currency Agreement signed by the Governments of the Federation, Singapore, British North Borneo, Sarawak, and Brunei, a Board of Currency Commissioners, consisting of the Financial Secretary Federation of Malaya, Financial Secretary Singapore, an officer appointed jointly by the Governors of Sarawak, North Borneo and Brunei, and two other persons appointed by the participating Governments, is established and is responsible for the issue of currency. The currency of the country is on a sterling exchange basis and the Commissioners are bound to issue on demand currency notes at the rate of one dollar for two shillings and four pence in exchange for sums in sterling lodged with the Crown Agents for the Colonies in London, and to pay on demand the sterling equivalent of Malayan currency notes lodged with them in Malaya. Under the law the Commissioners can charge a commission at such rate or rates, as may from time to time be prescribed. The rates prescribed at the beginning of 1952 were three-sixteenths of a penny for every dollar issued and one farthing in respect of every dollar received. These rates were altered on the 3rd June, 1952, to one-eighth of a penny for every dollar issued and one-eighth of a penny for every dollar received.

Provision is made for the establishment and maintenance of a Currency Fund in such a way that its value shall stand at between one hundred and one hundred and ten per cent. of the face value of the currency notes and coin in circulation. There is also provision for making each Government liable to meet any deficiency to the Fund should the assets at any time prove inadequate to meet legal demands upon the Currency Commissioners for the conversion of currency into sterling.

By a proclamation issued on the 30th October, 1952, all silver coins ceased to be legal tender after the 31st December, 1952. The coins affected bear dates up to and including the year 1945. New Cupro Nickel coins are in circulation and are legal tender ; all such coins bear



the date 1948 or after. Silver coins can still be exchanged at the offices of the Currency Commissioners.

The average amount of currency notes in circulation in December, 1952, including notes in circulation in the Colony of Singapore, in the Colonies of British North Borneo and Sarawak, and in the State of Brunei, amounted to \$768,893,648.89.

#### FOREIGN EXCHANGE CONTROL

There was no relaxation in the Control's requirements for conservation of exchange throughout 1952.

#### CHINESE FAMILY REMITTANCES.

The amount collected during 1952 by Chinese Family Remittance Shops from individual Chinese throughout the Federation for the maintenance of their families in China totalled \$13,382,000 a decrease of \$1,653,600 from that collected in 1951. This decrease may be attributed to the fall in the prices of rubber and tin in the same way as the high prices for both these commodities in 1951 accounted for the huge increase in remittances from \$6,843,989 in 1950 to \$15,035,600 in 1951.

#### CAPITAL ISSUES

Approved applications for the issue of new capital amounted to \$74,269,486 as compared with \$87,707,000 in 1951.

#### BARTER TRADE

		Imports.		Exports.	
		1952.	1951.	1952.	1951.
Siam	...	16,662,913	18,973,819	...	16,263,785
Sumatra	...	3,280,324	28,324,309	...	2,703,983
					18,943,141

The substantial decrease in trade with Sumatra as compared with 1951 is accounted for by the abolition by the Indonesia authorities during 1952 of the 70/30 per cent. barter scheme which existed throughout 1951.

#### MECCA PILGRIMAGE

Travel exchange facilities granted to pilgrims to Mecca during 1952 amounted to £603,591 as compared with £645,540 in 1951.

#### BANKING

The following is a list of the Banks operating in the Federation at the end of 1952 with the location of their branches:

Ban Hin Lee Bank Ltd.	...	...	Penang
The Bank of China...	...	...	Penang, Kuala Lumpur

The Batu Pahat Bank Ltd.	...	Batu Pahat
The Chartered Bank of India, Australia and China	... ..	Alor Star, Ipoh, Klang, Kuala Lumpur, Penang, Port Swettenham, Seremban, Sitiawan, Taiping, Telok Anson, Butterworth
The Eastern Bank Ltd.	... ..	Penang, Butterworth, Kuala Lumpur
The Hongkong and Shanghai Banking Corporation	... ..	Cameron Highlands, Ipoh, Johore Bahru, Kuala Lumpur, Malacca, Muar, Penang, Sungei Patani, Telok Anson
The Indian Bank Ltd.	... ..	Kuala Lumpur, Penang, Malacca
Indian Overseas Bank Ltd.	...	Ipoh, Kuala Lumpur, Penang
Kwong Yik (Selangor) Banking Corporation Ltd.	... ..	Kuala Lumpur
The Mercantile Bank of India Ltd.	... ..	Ipoh, Kuala Lumpur, Kota Bahru, Kuala Trengganu, Kuala Lipis, Kuantan, Penang
Oriental Bank of Malaya Ltd.	...	Kuala Lumpur, Klang, Seremban
Oversea Chinese Banking Corpora- tion Ltd.	... ..	Alor Star, Batu Pahat, Johore Bahru, Ipoh, Klang, Kuala Lumpur, Kluang, Kota Bahru, Malacca, Muar, Penang, Seremban, Segamat Taiping, Telok Anson
The United Commercial Bank Ltd.		Penang
Netherlands Trading Society	...	Penang





## Chapter V

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### TRADE AND INDUSTRY

#### GENERAL

At the beginning of 1952, the Treasury was reorganised and the office of the Member for Economic Affairs was absorbed within it. Within the portfolio of the Member for Economic Affairs, two separate Divisions were set up, each headed by a Controller directly responsible to the Member. The Economic Division specialises in all matters relating to general economic policy and planning, while the Trade Division is responsible for all trade and supply matters. These two Divisions are the main link between Government and the commercial and industrial interests of the country. Close liaison and co-operation was maintained with the offices of the Members for Agriculture and Forestry and for Lands, Mines and Communications, whose portfolios include those Departments of Government mainly concerned with production and therefore intimately related with economic planning.

Rubber and Tin continued to play the most important part in the Federation's economy. These two industries combined, accounted for 84 per cent. of the total value of the Federation's exports during the year and, on the revenue side, export duties on the two products amounted to over 95 per cent. of all export duties and to 25 per cent. of the total Federal revenue. During the year, however, the price of rubber fell much below that prevailing in 1951, and this not only resulted in a reduced income to a considerable section of the population but also seriously affected Government revenue. Rubber export duty realised some \$54 millions less than was originally estimated for in the 1952 Budget. The high rubber and tin prices in 1951, however, had enabled these industries to build up reserves, and the lower prices prevailing in 1952 had not, by the end of the year, had any noticeable effect on employment. Any further drop in rubber or tin prices would, however, have serious consequences not only to the industries concerned but also, of course, to the revenue of the Federation.

Supplies, particularly in the case of consumers' goods, improved considerably throughout the year, and there was in consequence a change from a sellers' to a buyers' market in most commodities. In the exporting countries, particularly the United Kingdom, there has been a shift in emphasis from rearmament to export priority and this,



coupled with the import restrictions imposed by some Commonwealth countries, assisted in the release to Malaya of badly needed supplies. Thus, whilst temporary shortages of supplies of steel led to the establishment of a Pan-Malayan Steel Priority Board in April, total imports of steel for the year actually amounted to 28,537 tons, or only 3,686 tons less than the previous year's imports of 32,223 tons. Steel imports from the United Kingdom totalled 9,633 tons as against 6,663 tons in 1951. Similarly, supplies of cement throughout the year were much easier than in 1951. Imports during 1952 totalled 223,633 tons, of which 111,054 tons came from the United Kingdom. These figures compare with a total of 161,958 tons during 1951, of which the United Kingdom supplied only 40,174 tons. The forward position in both these commodities was very promising, and the completion of the new works of the Malayan Cement Ltd., at Rawang, with a production capacity of 110,000 tons per annum, will ensure constant and regular supplies of this essential commodity. Deliveries of machinery, bull-dozers, tractors and other earth-moving equipment have been speeded up while engineering stores and building materials generally have been in much better supply, particularly during the second-half of the year, than during 1951.

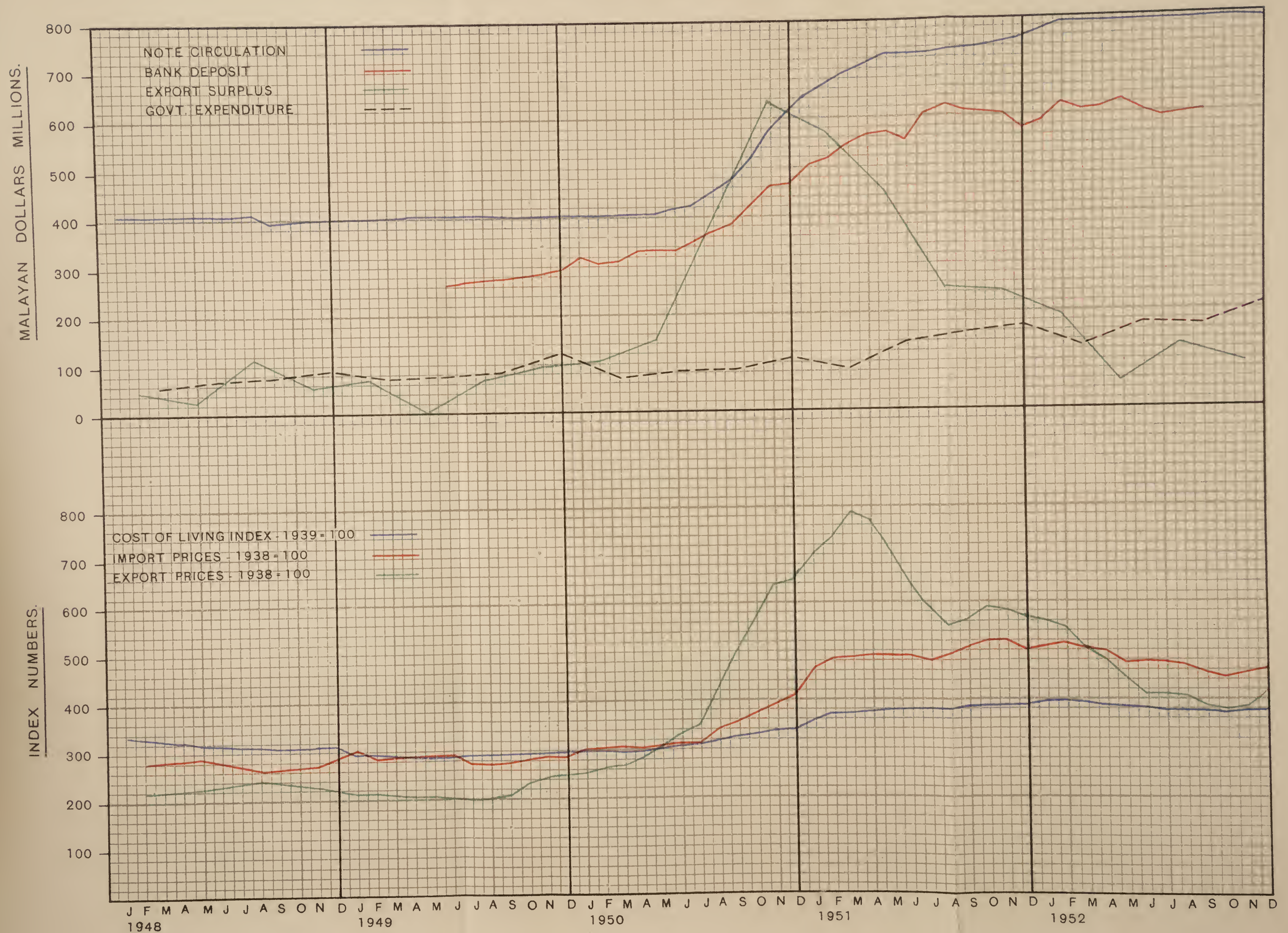
The Central Advisory Committee on Trade and Supplies, under the Chairmanship of the Member for Economic Affairs, continued to function but met less frequently than in 1951 as a result of the generally easier supply position. Government will continue to obtain advice and recommendations from this Committee on all matters concerning trade and supply.

Early in the year, import licensing was imposed on a number of luxury and semi-luxury goods as a result of the recommendations made at the Conference of Commonwealth Finance Ministers in London in January. However, while recognising the obligation to defend the sterling position by refraining from unnecessary expenditure of hard currencies, the policy of Government has been that there should be no interruption in the flow of supplies essential to the economic life of the country. In consequence, certain items such as textiles, cameras, clocks, radios, and refrigerators from hard currency countries, and from Japan and European countries, were put on licence and quota. The position, however, was constantly under review, and where the need arose, licences were granted for the importation of goods from countries outside the sterling bloc. In the event, these restrictions on imports from hard currency sources did not affect the supply position in the country in that their consequences were to a great extent offset by improved supplies from the United Kingdom and other Commonwealth countries.



TABLE "A"

THE COURSE OF THE INFLATION IN MALAYA 1948 - 1952.







Export control policy remained as in 1951. The general policy was to permit freely the re-export of goods originating from soft currency areas, but to restrict the re-export of goods from hard currency countries to traditional markets. Re-exports were prohibited of goods such as meat, rice and sugar, which are imported on an allocation basis. Similarly, the necessity to conserve goods on which hard currencies had been spent was maintained. During 1952, however, the reduced internal demand and the improved supply position enabled Government to relax certain export controls and to permit more re-exports to neighbouring territories. This policy, however, has to some extent been nullified by the actions of neighbouring governments, particularly Indonesia, in imposing restrictions on imports into their territories.

Co-operative shops, which were introduced by Government in 1951 as a means of combating the high cost of living, have grown rapidly in number. The Government recognises the importance of keeping alive the consumers co-operative movement as a permanent stabilising factor in maintaining prices at a fair level. It is perhaps significant that while the movement increased in rural areas and on estates and mines, where the co-operative shop is often the sole source of supply, in urban areas enthusiasm for the co-operative movement has decreased. By the end of the year, there were 223 shops registered and working throughout the country and 68 shops in various stages of establishment.

The course of the inflation is shown graphically in Table A on opposite page 90.

#### EXTERNAL TRADE IN 1952

Published Malayan Statistics contain the most detailed and accurate figures of Malayan trade that are available ; for those without access to these statistics diagrams are included in "Trade and Industry Statistics", between pages 92 and 93 showing the values of

Imports by commodities	...	Table B
Exports by commodities	...	Table C
Imports by countries ...	...	Table D
Exports by countries ...	...	Table E

In these tables, designed to show the simple balances of imports and exports, it is not possible to bring out particulars of the special trade of Penang, and an account of this trade is given below in a separate section. It is necessary to note that while the entrepôt trade is included in Malayan statistics the very considerable transshipment trade is not. (Transshipment trade is defined as trade on through bills of lading from one non-Malayan port to another, in which cargoes remain in the custody of shipping or airline agents while being transferred from one ship or aircraft to another).



Space will not allow of a lengthy analysis of the statistics in these tables but certain broad conclusions may be stated.

The one fact which stands out more clearly than any other is the predominant part which rubber and, to a smaller extent, tin play in the export trade of the country. These two commodities, together with other less important raw materials such as copra, coconut oil, palm oil, etc., make up some 80 per cent. of the total export trade by value. This is very clearly brought out in Table C. Rubber and tin also play a prominent part in the entrepôt trade as is shown by their place amongst the imports shown in Table B. It can generally be said that, over a period, the volume of imports into Malaya depends very largely upon export earnings and this is reflected in the reduction in the overall import figure for 1952 by comparison with 1951; the comparative values of the imports and exports for the two years were as follows:

		1951.		1952.
Imports	} including Parcel Post Bullion and	\$1,864.7 million	...	\$1,657.9 million
Exports				
	Specie ...	\$3,380.7	„ ...	\$2,136.2 „
Favourable Balance	...	\$1,516.0	„ ...	\$ 478.3 „

This reduction occurred in spite of a rapidly improving supply position during 1952 in respect of goods such as iron and steel manufactures and vehicles, which resulted in higher imports of those particular commodities. Textiles, an important item in both the direct import and entrepôt trade, provide a typical example of the effect of the fall in rubber and tin prices in Malaya and neighbouring countries. The decline in demand has resulted in a considerable overstocking and a consequent reduction in imports.

Turning to Tables D and E, the importance of Singapore as a trade channel for the Federation is obvious. Trade with the Colony accounts for roughly 40 per cent. of the Federation's imports and exports. For the rest, Commonwealth countries take up the next largest proportion of the overall trade, with the United States of America occupying third place. It can therefore be said that the trade of the Federation is predominantly with the Sterling area, but at the same time the importance of the trade with the dollar area needs to be stressed, and the following figures illustrate the very great contribution made by Malaya to the Sterling area's dollar pool.

#### *Pan-Malayan Exports*

	To U.S.A.		Canada.		American Account countries.		Total.
1948	... M\$ 458.3 million	...	M\$ 44.3 m.	...	M\$16.5 m.	...	M\$ 519.1 m.
1949	... 430.3 „	...	36.0	...	19.5	...	485.8
1950	... 1,048.2 „	...	98.3	...	48.5	...	1,195.0
1951	... 1,193.7 „	...	153.9	...	59.4	...	1,407.0
1952	... 656.8 „	...	65.6	...	42.1	...	764.5

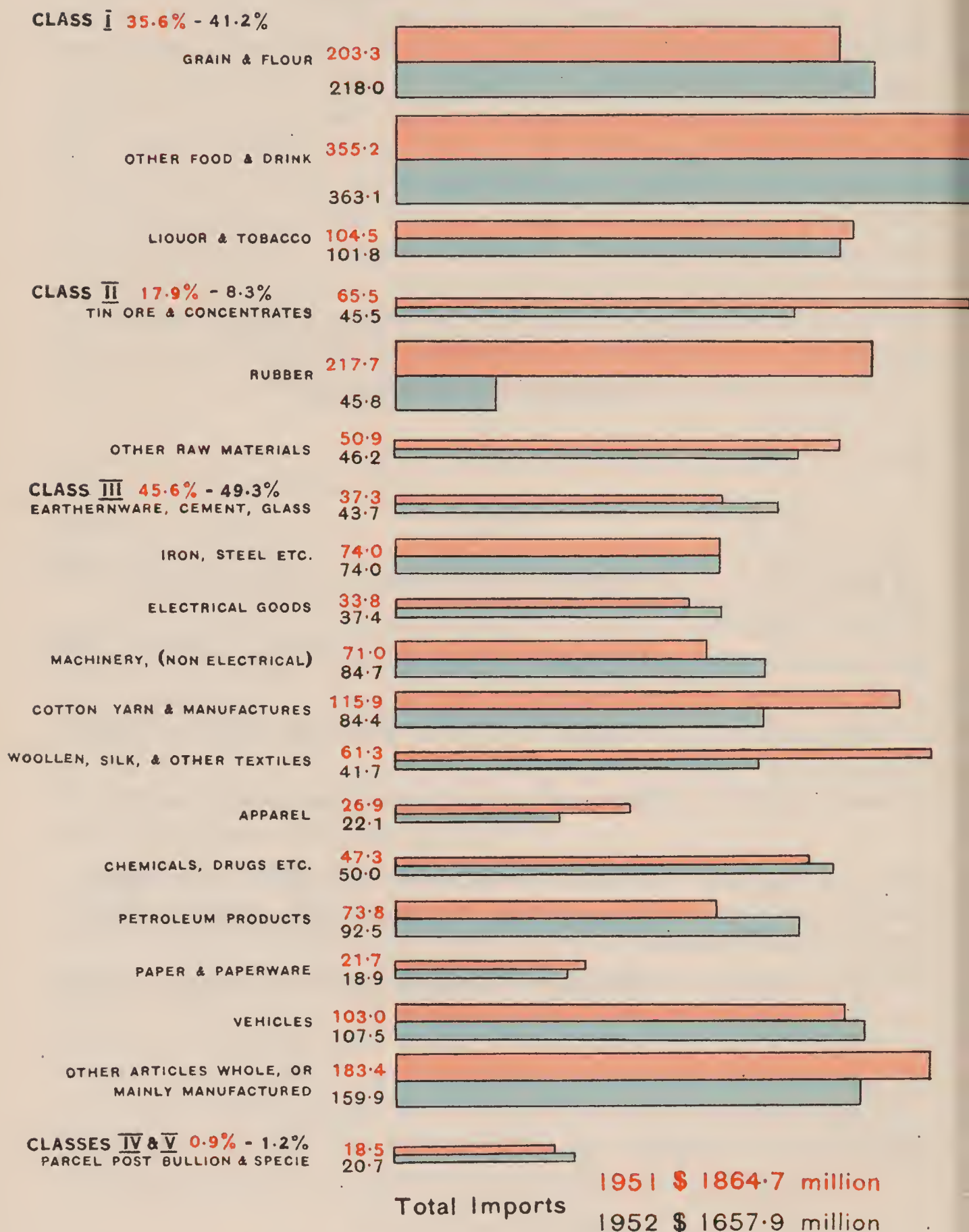
Trade & Industry Statistics  
Federation of Malaya

Table	B	Imports by Commodities 1951 - 1952.
„	C	Exports by Commodities 1951 - 1952.
„	D	Imports by Countries 1951 - 1952.
„	E	Exports by Countries 1951 - 1952.
„	F	No.1. R. S. S. F. O. B. in bales Singapore Rubber Quotations 1952.
„	G	Weekly Singapore Tin Prices 1952.



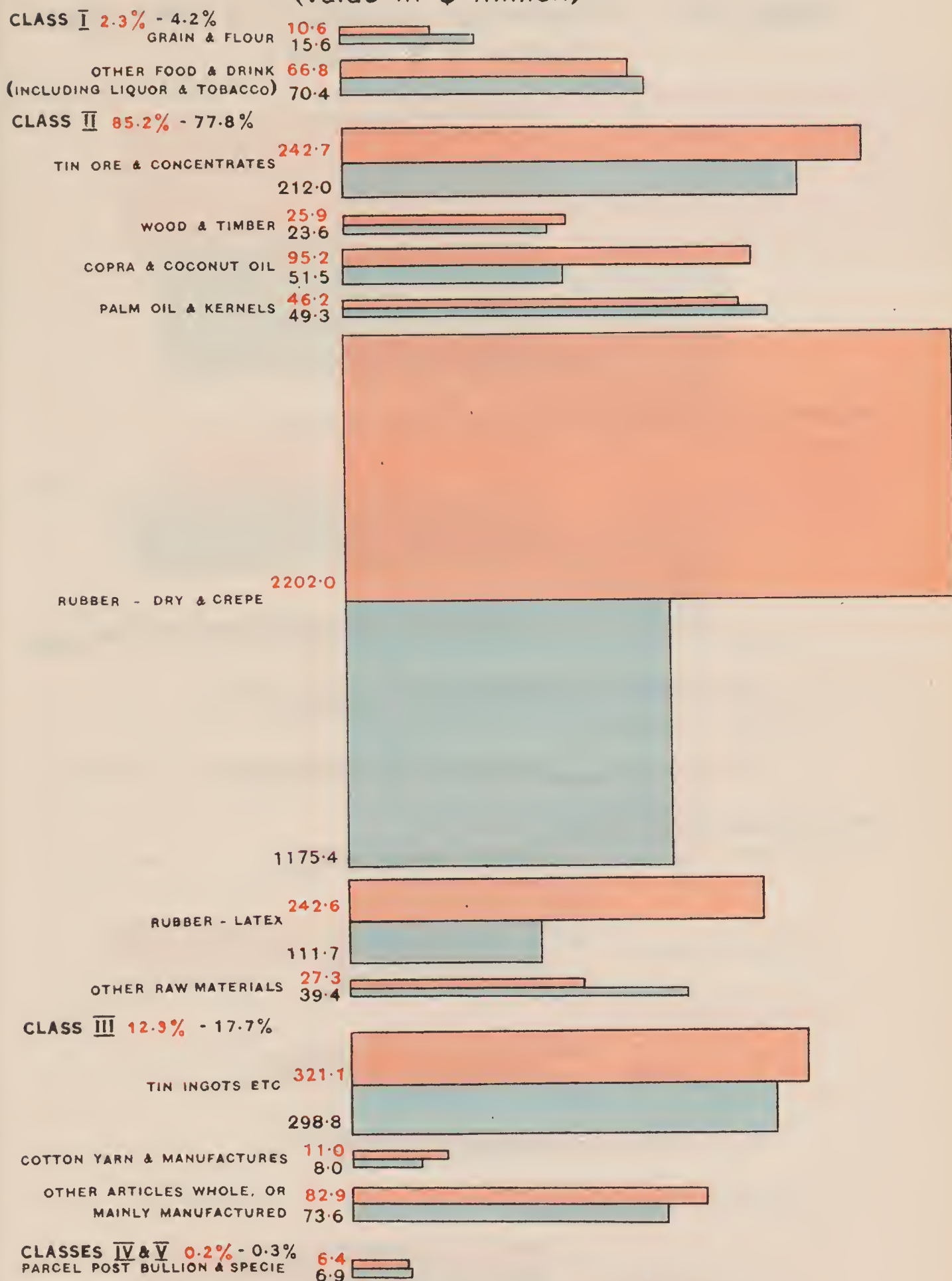
# Federation of Malaya

## TABLE "B"- Imports by commodities 1951 and 1952 (value in \$ million)



Note:- The above figures include imports from Singapore. Comparable pre-war figures are not available. It may be noted however that 1938 imports to the territory now forming the Federation of Malaya, excluding imports via Singapore were valued at \$187 million, compared with \$537 million in 1949, \$768 million in 1950, \$1129 million in 1951, and \$1005 million in 1952.

**Federation of Malaya**  
**TABLE "C"- Exports by commodities 1951 and 1952**  
 (value in \$ million)



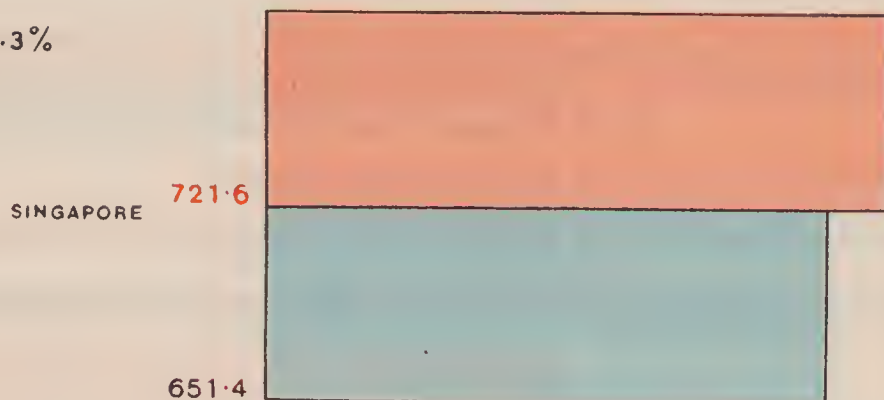
Total Exports      **1951 \$ 3380.7 million**  
                                  **1952 \$ 2136.2 million**

Note:- The above figures include exports to Singapore. Comparable pre-war figures are not available. It may be noted however that 1938 exports from the territory now forming the Federation of Malaya, excluding exports via Singapore were valued at \$257 million compared with \$622 million in 1949 \$1479 million in 1950, \$ 1977 million in 1951, and \$ 1005 million in 1952.

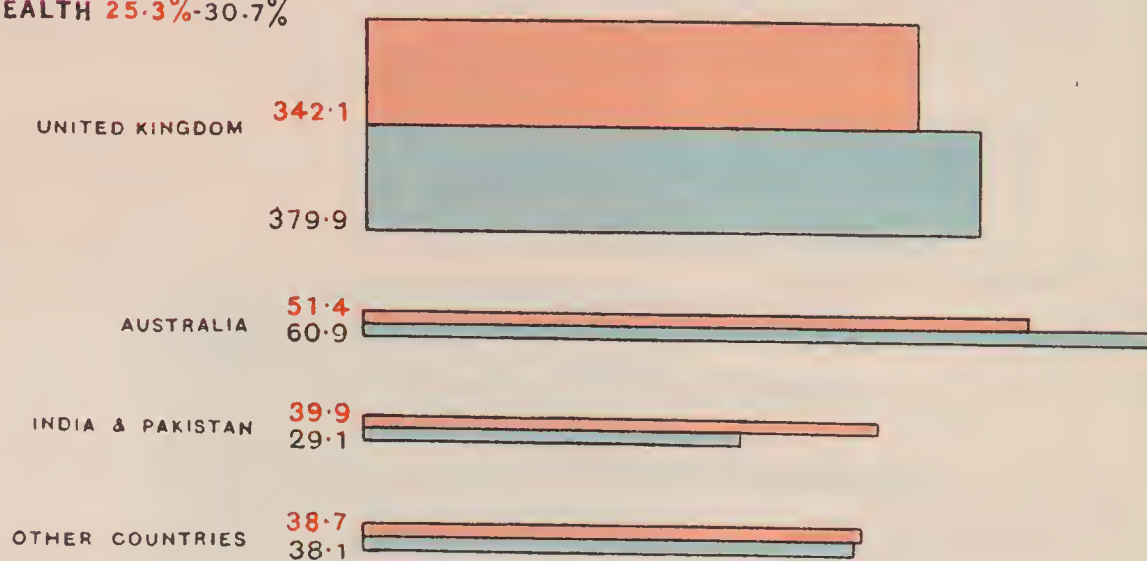


Federation of Malaya  
TABLE "D" - Imports by countries 1951 and 1952  
(value in \$ million)

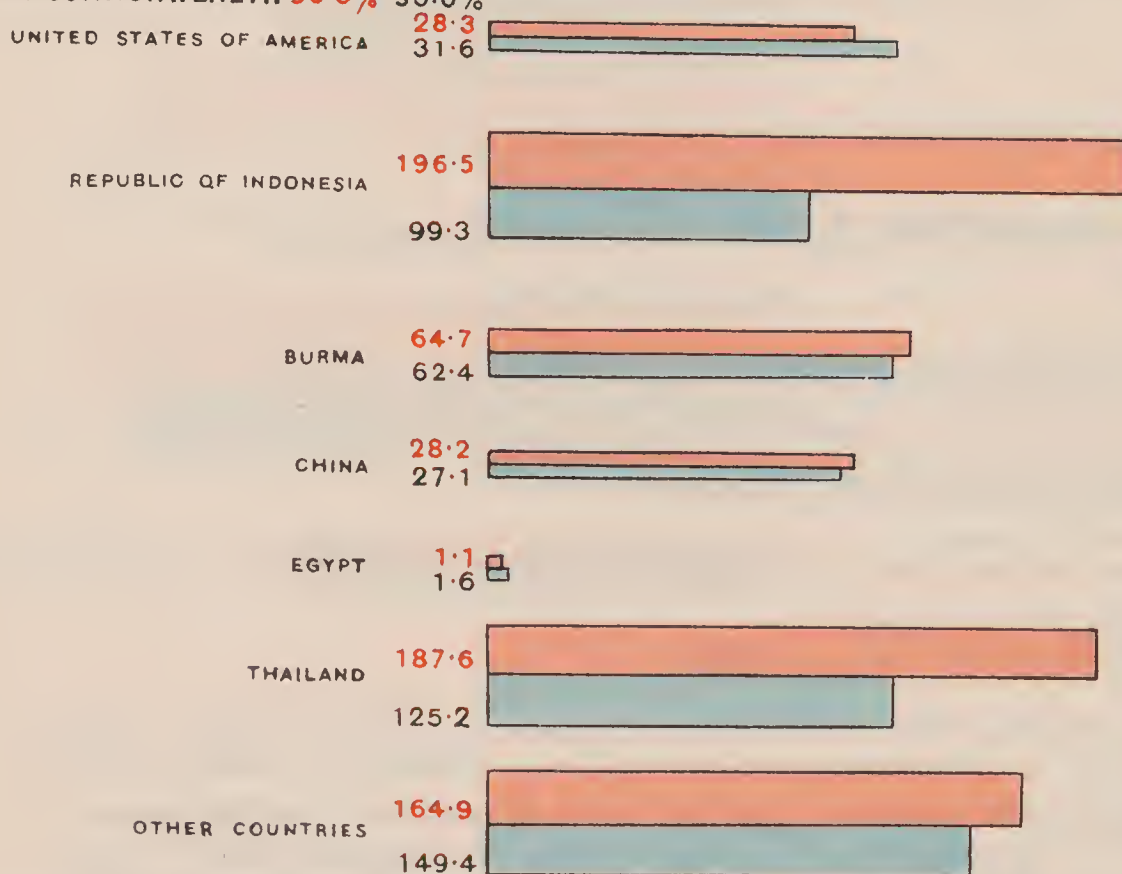
LOCAL 38.7%-39.3%



COMMONWEALTH 25.3%-30.7%



NON-COMMONWEALTH 36.0%-30.0%



Total imports 1951 \$ 1865.0 million excluding bullion and specie  
1952 \$ 1656.0 million

# Federation of Malaya

## TABLE "E" - Exports by countries 1951 and 1952 (value in \$ million)

LOCAL 41.5% - 41.3%

SINGAPORE 1402.4

880.5

COMMONWEALTH 24.5% - 23.7%

603.6

UNITED KINGDOM

425.7

CANADA

53.1  
20.7

INDIA & PAKISTAN

64.7  
38.1

OTHER COUNTRIES

107.6  
20.4

NON-COMMONWEALTH 34.0% - 35.0%

UNITED STATES OF AMERICA 403.2

291.7

REPUBLIC OF INDONESIA

28.1  
12.7

FRANCE 162.7

82.1

GERMANY

79.5  
52.9

ITALY

90.8  
39.5

NETHERLANDS

37.6  
50.7

USSR

26.9  
16.9

JAPAN

48.4  
52.4

THAILAND

38.4  
41.8

OTHER COUNTRIES

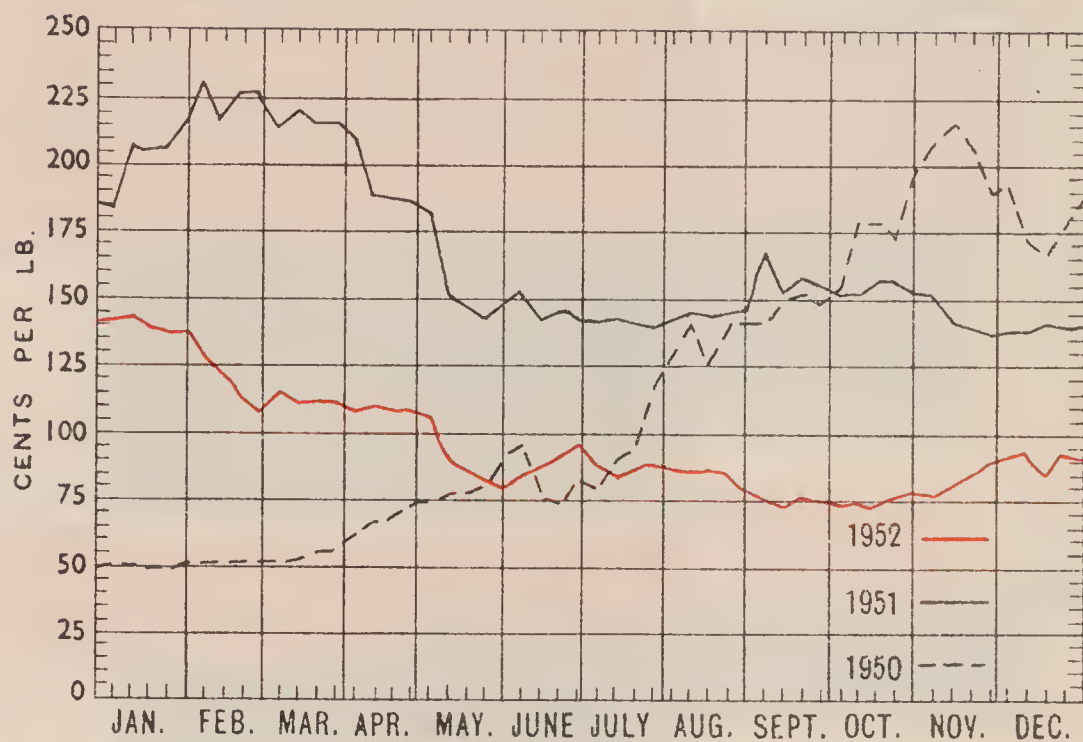
232.0  
108.2

Total exports 1951 \$ 3379.0 million excluding bullion and specie  
1952 \$ 2134.3 million



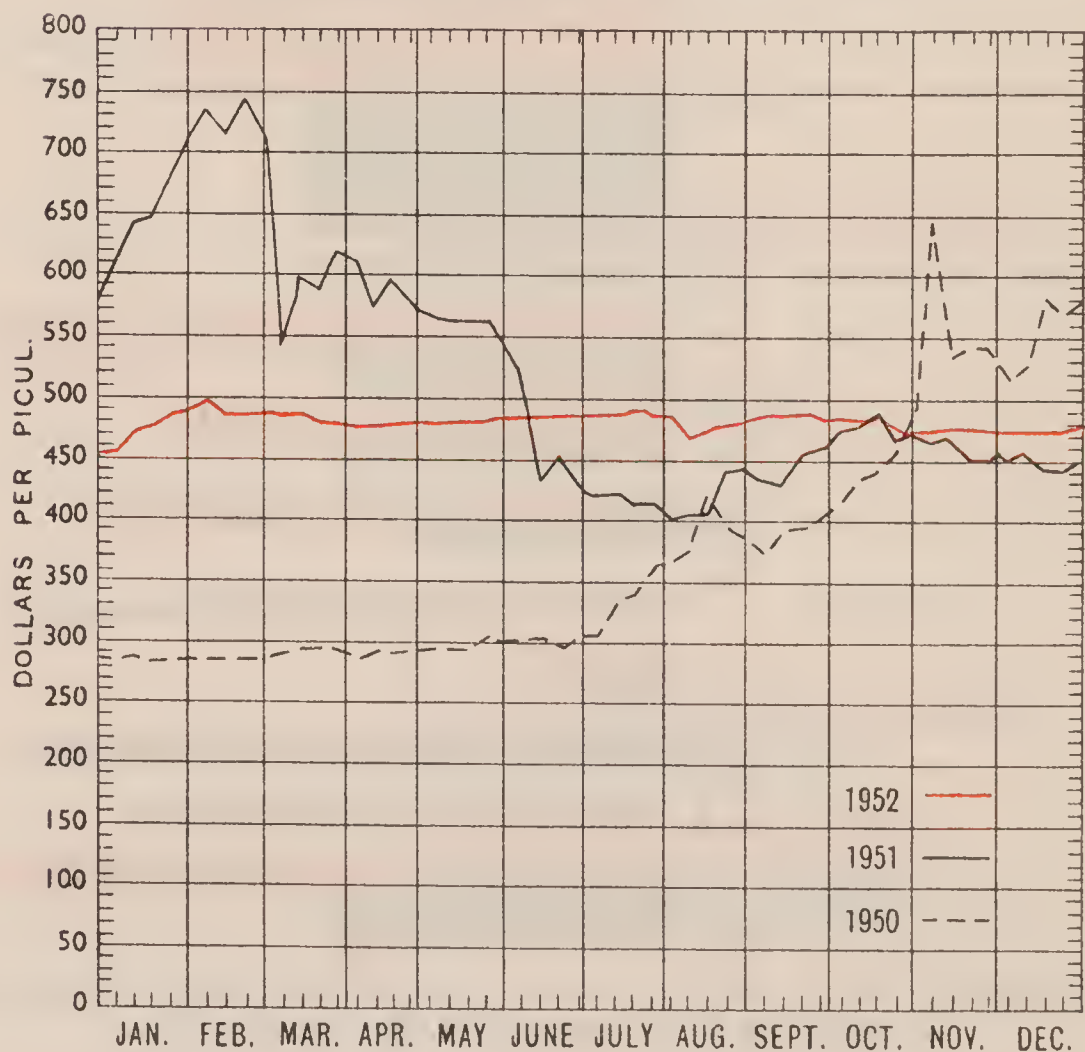
# TABLE "F"

No. 1. R. S. S. F. O. B. in bales SINGAPORE RUBBER QUOTATIONS.



# TABLE "G"

WEEKLY SINGAPORE TIN PRICES.



*Pan-Malayan Imports*

	From U.S.A.	Canada.	American Account countries.	Total.
1948 ...	M\$ 209.2 million	M\$ 22.8 m.	M\$111.0 m.	M\$ 243.0 m.
1949 ...	112.7 „	18.2	4.9	135.8
1950 ...	89.0 „	16.4	3.7	109.1
1951 ...	218.0 „	33.8	6.0	257.8
1952 ...	182.8 „	35.7	5.9	224.4

The above figures relate only to visible imports and exports. The value of invisibles, however, is small in comparison with the value of the total trade with the dollar area, and these figures can be taken as a reasonably accurate estimate of the balance of payments position.

## ENTREPOT TRADE OF PENANG

Penang's recorded trade with neighbouring territories (Sumatra, Burma, and Thailand) for the year was \$191 million compared with the high totals of \$332 million in 1951 and \$216 million in 1950. Trade with each country is discussed later in detail. A yearly comparison of Penang's trade with neighbouring territories is given hereunder:

Value in millions of Malayan Dollars.								
	Imports.			Exports.			Total.	Unfavourable Balance.
1938 ...	59	...	11	...	70	...	48	
1947 ...	62	...	13	...	75	...	49	
1948 ...	75	...	29	...	104	...	46	
1949 ...	102	...	40	...	142	...	62	
1950 ...	181	...	35	...	216	...	146	
1951 ...	283	...	49	...	332	...	234	
1952 ...	153	...	38	...	191	...	123	

The following table shows the recent annual variations in Penang's trade with its neighbours :

*Trade with Neighbouring Territories (in millions of dollars)*

Sumatra.				Burma.				Thailand.				Total Entrepôt Trade.			
Imp. Exp. Total.			Imp. Exp. Total.			Imp. Exp. Total.			Imp. Exp. Total.			Imp. Exp. Total.			
1949 ...	26	20	46	...	47	7	54	...	41	13	54	...	114	40	154
1950 ...	74	21	95	...	32	6	38	...	95	8	103	...	201	35	236
1951 ...	145	22	167	...	58	15	73	...	80	12	92	...	283	49	332
1952 ...	47	10	57	...	55	12	67	...	51	16	67	...	153	38	191

These figures illustrate the great fluctuations which occur in the entrepôt trade and which are due largely to factors outside the control of Penang merchants.



*Trade with Sumatra*

The most important imports from Sumatra are rubber, arecanuts, copra and petroleum products. Exports are mainly consumer goods, with piecegoods predominating. There has been a steady decline in this trade throughout 1952, brought about by a combination of causes, the most important being :

- (i) The fall in the price of rubber ;
- (ii) the abolition of the barter trade system at the end of 1951 and the substitution of the Letter of Credit system ;
- (iii) the increase in Indonesian export duties on rubber and copra ;
- (iv) the inauguration of the Indonesian " Inducement Scheme " whereby imports of " non-essential " and " luxury " goods into that country are dutiable at 100 per cent. and 200 per cent. respectively.

Figures for this trade are given in the second table above. Imports of rubber fell from the record figure of 56,600 tons in 1951 to 8,886 tons in 1952. Arecanuts declined from 17,800 tons to 15,200 tons, and copra from 20,000 tons to 10,750 tons.

Most of Penang's trade with Sumatra is with the Atjeh peninsula, where there are no adequate banking facilities. The replacement of the barter trade system by the Letter of Credit system for rubber and copra has meant that trade in these products has declined seriously, mainly because the Indonesian Government fixed export prices too high ; attempts to revert to barter trade or to permit the introduction of a consignment system for these products were not successful. On the other hand a consignment system for the import of arecanuts is working very satisfactorily, and the level of imports has been fairly well maintained.

The inauguration of the Indonesian " Inducement Scheme " in August, 1952 led to a further drop in the rate of export, which for the first half-year were already below the rate for 1951.

*Trade with Burma*

The main imports from Burma are rubber, tin-ore, and rice, while exports are mainly arecanuts and coconut oil. These commodities comprise over 80 per cent. of the total trade with Burma. Trade in 1952 was valued at \$67 million ; this in spite of very large shipments of rice at the end of the year, was less than the record of \$73 million in 1951.

Imports of rice at 46,107 tons in 1952 were nearly three times as great as the 17,000 tons in 1951. Tin-ore, however, declined slightly from 1,500 tons to 1,448 tons. Rubber declined from 11,000 tons in 1951 to 9,600 tons in 1952 ; this, however, was higher than the total for 1950 (7,900 tons) and all previous years. Exports of coconut oil were satisfactory at 6,830 tons in 1952, compared with 8,200 tons in 1951. Trade in this commodity has been restricted in the past by the Burmese Government but since it was freed earlier in the year it has been running at a high level.

### *Trade with Thailand*

Trade with Thailand is normally dominated by the import of rubber, tin-ore, arecanuts and rice, and the export of petroleum products and consumer goods, of which piecegoods are important. During 1952, however, there was no direct import of rubber. All tonnages coming through the port were on transshipment only, because of the Thai Dollar Inducement Scheme which has encouraged Thai producers to sell direct to the U.S.A. The total trade was \$67 million which is less than the 1950 and 1951 totals, but more than the \$54 million of 1949.

Imports of tin-ore and concentrates were 5,242 tons in 1952—a decline from 7,200 tons in 1951 which in itself was less than the peak of 9,000 tons in 1950. Imports of rice declined from 55,200 tons in 1951 to 41,645 tons. Arecanuts slightly improved from 1,750 tons to 1,842 tons. The total value of exports improved from \$12 million in 1951 to an estimated \$17 million in 1952, and was due to an all-round improvement in the quantity and variety of goods sent out.

### REGISTRATION OF COMPANIES

The law applying to the Registration of Companies in the Federation of Malaya is based primarily on the Straits Settlements Companies Ordinance No. 49 of 1940. A Bill to bring the present law into line with the British Companies Act of 1948 has already been introduced in the Federal Legislative Council and is now being considered by a Select Committee. Ordinances relating to Life Assurance, Fire Insurance and Trust Companies were introduced in the Federation in 1948 and 1949. The Winding-up of Companies is governed by the Companies (Winding-up) Rules of 1946.

During the year, one hundred and ninety one local companies, i.e. companies incorporated in the Federation, were registered bringing the total number of such companies to 1,445. Of these, twenty were Public companies and one hundred and sixty-nine were Private



companies. The total share capital involved amounted to \$77,545,000 as compared with \$70,972,800 for a total of one hundred and sixty-three companies registered during 1951. The remaining two companies registered during the year were without share capital.

The registration of companies incorporated outside the Federation of Malaya (including those incorporated in Singapore) numbered forty-four, giving a total of 984 on the Register at the end of the year.

Twenty-eight companies with a total share capital of \$10,099,614, went into voluntary liquidation during the year. Fifteen companies were dissolved under Section 229 (4) of the Ordinance, a further eight were struck off under Section 281 (5) and three companies went into compulsory liquidation.

The amount collected in fees and fines totalled \$124,758 as against \$115,312 in the preceding year.

#### REGISTRATION OF BUSINESSES

During the year a total number of 2,618 new applications were received as compared with 3,625 in 1951.

The total number of registrations completed during the year, inclusive of applications received during 1951 but not completed in that year, amounted to 2,554. In addition 744 cases of termination of businesses were also recorded.

The following table analyses the types of business registered and terminated during 1952 :

Type of Business	Registered	Terminated
Goldsmiths and Jewellers ... ..	57	16
Mining Business employing more than 20 persons ... ..	99	46
Money lending ... ..	125	52
Pawnshops ... ..	10	4
Rubber Estates exceeding 50 acres in extent ... ..	59	32
Sundry Goods and Provisions ...	369	174
Importers, Exporters and Com- mission Agents ... ..	152	54
Sawmills, Timber and Firewood Merchants ... ..	70	17
All other Businesses ... ..	1,613	349
Total ...	2,554	744

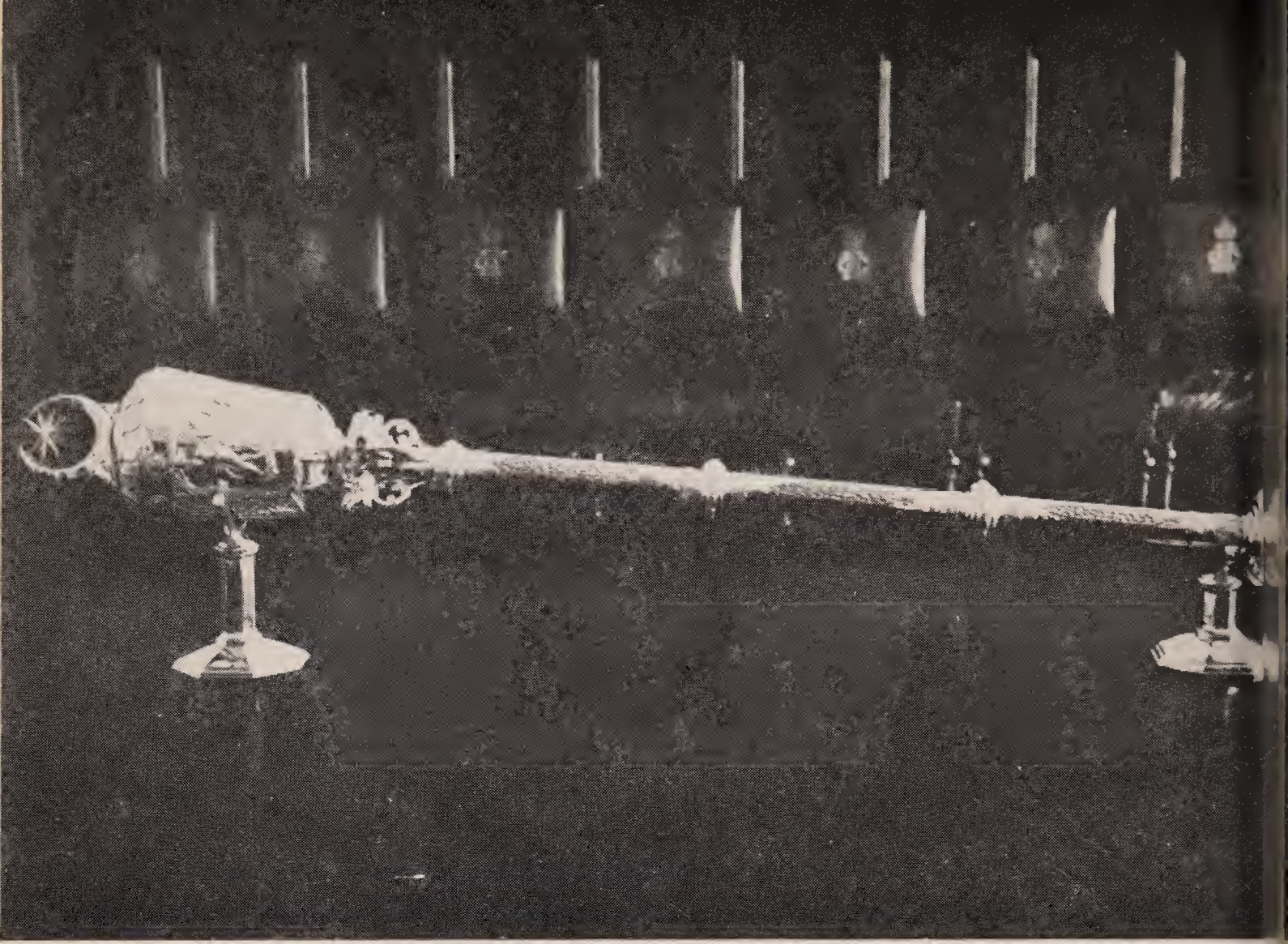
Revenue collected during the year amounted to \$84,057.





H.R.H. The Duchess of Kent inspects a Police Parade





The Mace—and its makers. The Designer, between the two Kelantan Silversmiths who produced the Mace for the Federal Legislative Council





## GOVERNMENT PROCUREMENT AND RATIONING

*Rice*

An agreement was made with the Thai Government in the early part of 1952 to supply the Federation with 148,000 tons of rice during the period January/September and delivery was effected accordingly. Further negotiations resulted in 26,300 tons more being obtained for the last three months of the year.

During the first half of the year, the Burma Government delivered 9,000 tons and a further 12,700 tons was obtained later in the year. In addition, purchases which totalled 72,160 tons were made from Burma in the commercial market, in the second half of the year.

In July 4,000 tons was purchased from Indo-China but thereafter a ban on export from that country was imposed. Negotiations in December resulted in arrangements to purchase 10,200 tons commercially, which should arrive in 1953 when export permits have been obtained.

Two small parcels of 250 tons and 95 tons were bought from Australia and British Guiana respectively.

A total of 4,300 tons was purchased from local dealers.

Rice was sold according to quality at prices varying from 36 cents per kati for the highest grade to 19 cents for the lowest until July when the prices of the two highest qualities (Siam 5 per cent. and 10 per cent.) was increased to 40 cents and 38 cents per kati respectively.

The erection of new godowns at Prai, Ipoh, Klang, Seremban, Johore Bahru and Singapore with a total storage space of 45,000 tons was put in hand. The programme should be completed early in 1953.

The 1951/52 Local Crop of rice showed a drop of about 100,000 tons from the previous season's figure. The guaranteed minimum price of padi at Mill Door was fixed at \$17 per picul (\$2 increase over the 1950/51 season price) or \$16.20 in the field. Government was prepared to buy local rice of good quality at \$27 per picul delivered to the nearest Government Agent's godowns, but none was offered at this price.

*Other Foodstuffs*

Flour remained subject to allocation under the International Wheat Agreement, but the actual import and distribution was in the hands of commercial importers. Regular supplies were received and there was enough to meet the normal demands of the population.

Sugar remained a controlled foodstuff procured by Government through the Ministry of Food. It continued to be rationed at 10 tahils



per head per week until 4th August, 1952 when, owing to the large supplies received between April and July, it was taken off the ration. The price remained unchanged at 40 cents per kati retail.

Bread, sweetened condensed milk, cigarettes and cups of tea and coffee continued to be controlled in price.

The number of convictions for offences under the Food Control Proclamation and Price Control Ordinance during the year was 1,819 and the fines realised \$88,289.50.

### RUBBER

Comments on the rubber industry in this section are restricted to general remarks as more detailed information will be found in the next chapter. The continuance of the Emergency has been an important factor influencing the production of rubber, although it has caused less damage than during the previous year. The Emergency apart, output has been very considerably affected by the fall in prices. After the prosperity of 1950 and 1951, producers had to face very much lower prices and uncertainty regarding the future. Many had to draw heavily on their resources and were less well placed to put in hand the extensive replanting programme which was probably the industry's greatest single need. Production during the year was some 20,000 tons lower than during 1951, and some 110,000 tons lower than during 1950. One notable feature regarding production statistics during 1952 has been the relative rise in estate, as compared with smallholders, production. The reason for this could be found in the fact that as rubber prices fell labourers returned to estates which they had earlier forsaken for smallholdings worked on the "bagi dua" system. Thus we find that while there has been a small increase of 3.2 per cent. in estate production as compared with 1951, there has been a fall of 11.5 per cent. in smallholders' production. Of their relative shares in Malayan production, estates accounted for 58 per cent. in 1952 as against 54 per cent. of total production in 1951. Yet another reason for the relative rise in estate production was that the over-tapping of trees by smallholders during the period of high prices resulted in a falling off of yield from the exhausted trees.

Considerable importance was attached to proposals arising out of the meeting of the International Study Group in May to consider measures to prevent burdensome surpluses and shortages of rubber. The proposals are now under consideration by the Federation and other participating governments.

Both the Government and the industry were concerned about the number of complaints by consuming countries regarding shipments

of rubber from Malaya both in respect of non-bona fide transactions and of the intrinsic quality of the Malayan product. It is hoped that the introduction of the Rubber Shipping and Packing Ordinances, to be administered by the Malayan Rubber Export Registration Board, which prescribe in considerable detail the condition of rubber shipping and packing from Malaya, will go far towards setting these matters right. The Government will continue to co-operate whole-heartedly in any measure designed to protect the reputation of the Malayan product.

The outstanding feature during the year with regard to rubber was the introduction of the Rubber Industry (Replanting) Fund Ordinance, which established a Statutory Board to control the funds accruing from the two cesses imposed, viz. one in 1951 when a replanting cess varying with the price of rubber was introduced, and the other in March this year when a smallholder's cess, at a flat rate of  $4\frac{1}{2}$  cents a lb. was introduced. The reason for the imposition of these cesses was to finance replanting, particularly of smallholders' rubber, on a large scale.

This is the first time that the industry has had the benefit of a single large organised replanting programme. Already two schemes have been promulgated which aim at replanting 500,000 acres of smallholders' rubber by the end of 1959. The first, an interim scheme, was designed to stimulate interest and to give encouragement to these smallholders who had on their own initiative taken some steps towards replanting their own holdings during this year : much interest has been aroused, and applications have been received from 8,600 smallholders in respect of areas totalling 48,500 acres. The second, a general scheme, will become operative in 1953 ; under this scheme, grants will be made to the extent of two-thirds of average replanting costs in respect of an area not exceeding one-third of the applicants, rubber land. Under present conditions, the amount of such grants would be \$400 per acre spread over a period of six years in appropriate proportions. The Government has under consideration plans for the administration of the schemes which include the appointment of a Chief Replanting Officer at the Headquarters with State or Settlement Replanting Officers and assistants working in the field, and a supervisory subordinate staff. Nurseries, too would be set up for the multiplication of budwood, and the growing of clonal seedlings.

At the beginning of the year, the price of rubber was \$1.40 cents a lb. It rapidly declined and fell to about 75 cents in October. There was a recovery during the last two months of the year and the price was 90.76 cents in December. The average for the year was



96.36 cents a lb. as compared with 169.55 cents in 1951 and 108.18 cents in 1950.

Remarks regarding the cost of production can be only general because of the wide range of differences, but it can be said that costs of production have fallen only very slightly in 1952, as compared with 1951, in spite of a marked easing of the inflationary situation. Prices of rice and other major items of foodstuffs have remained high, and that being so, there could be no great decrease in wages.

Representatives of the industry attended the ninth session of the International Rubber Study Group at Ottawa in May, and it was at this meeting that proposals were made to set up a Working Party to consider the problems arising from prospective surpluses and shortage of rubber over the course of the next few years. In August, the Member for Economic Affairs attended the first session of this Working Party held in London, and by the end of the year concrete proposals had already been prepared for submission to the second session of the Working Party to be held early in 1953.

#### TIN

Tin production totalled 56,838 tons of tin-in-concentrates, the figure for 1951 being 57,167 tons and for 1950—57,537 tons. Production during the last three years has thus remained at a steady level.

There is a shortage of mining land, and prospecting to prove more has been rendered impossible by the Emergency except in settled areas. The precise degree of shortage is unknown as staffing difficulties have made it impossible to carry out yet the survey of the tin ore reserves of the country mentioned in the 1951 Report.

The tin price fluctuated little after the first two months of the year, the average of \$480 per pikul equalling U.S. \$1.17½ per lb. Allowing for freight, this price is very near to the c.i.f. contract price at which the U.S.A. agreed to buy from Indonesia and the Belgian Congo.

A Goodwill Mission from the United States visited Malaya in November, 1951 to study the conditions under which tin is mined and marketed. Its report was made public in November, 1952 and caused satisfaction by its recognition of the difficulties under which the industry labours, and by its acknowledgment that it found no evidence of curtailment of production by either miners or smelters.

Imports of tin concentrates were mainly from Burma and Thailand, and the amount decreased from 10,553 tons in 1951 to 7,949 tons in 1952. The total production of tin metal in the Federation and Singapore decreased from 65,914 tons in 1951 to 62,830 tons in 1952.

The International Tin Study Group did not meet during the year.

The Tin Research Institute, which operates under the general control of the International Tin Research and Development Council and is financed by the tin producing countries, continued its activities. The functions of this Institute are to disseminate knowledge of the physical and chemical properties of tin, to promote by scientific research the consumption of tin and the discovery of new uses, and to increase tin consumption by publicity. The Institute is very largely supported by the Federation of Malaya which in 1952 contributed \$514,286 (£60,000) or two-fifths of the total cost.

In Washington the Malayan Tin Bureau has been founded by the mining industry with the object of carrying out publicity and providing accurate information in the U.S.A.

#### INTERNATIONAL ECONOMIC AND FINANCIAL CONFERENCES

As has been the practice in the past, the Federation of Malaya was represented at the Fourth Session of the Committee on Industry and Trade of the United Nations Economic Commission for Asia and the Far East (E.C.A.F.E.) on 18th-28th January, 1952, and the Eighth Session of the Commission from January, 29th to 9th February, both meetings being held in Rangoon. The Member for Lands, Mines and Communications, the Hon'ble Dato' Mahmud bin Mat, C.M.G., O.B.E., led the Malaya and British Borneo Delegation to the full Session of the Commission. E.C.A.F.E. is proving itself to be a valuable forum for the exchange of economic ideas and a useful research organisation to the countries of the region and, in spite of staffing difficulties, the Federation was able to be represented not only at the full Session of the Commission but also at several of its Committees and Working Parties.

A meeting of the Commonwealth Finance Ministers was held in London on 15th January, 1952, to discuss the sterling area balance of payments position, both generally and on the dollar account. In view of the importance of Malaya in these matters, it was considered essential that the Government of the Federation of Malaya should be represented in an advisory capacity at the discussions. The Member for Economic Affairs represented Malaya at the meeting.

A meeting of the Consultative Committee in connection with the Colombo Plan for co-operative Economic Development in South and South-East Asia was held in March, 1952, at Karachi. Australia, Burma, Cambodia, Canada, Ceylon, India, Laos, New Zealand, Pakistan, United Kingdom, United States of America and Vietnam were represented as members of the Committee and other countries,



which had not decided to join the Colombo Plan, sent observers to the meeting. A meeting of officials of the countries concerned began on 10th March, followed by a meeting of Ministers on 24th March. As it was thought most important that Malaya should be represented at the meeting of Ministers, the Hon'ble Dato' Onn bin Ja'afar, D.K., D.P.M.J., attended as a representative of the Federation with Mr. C. C. Tan representing Singapore. Both these gentlemen attended a previous meeting of the Consultative Committee held in London in September, 1950, when the Colombo Plan was compiled.

The Consultative Committee at the Karachi meeting prepared the first Annual Report on the Colombo Plan and discussed both the role of the International Bank for Reconstruction and Development and the future organisation for continuing consultation among members of the Committee.





TABLE H.  
DISTRIBUTION OF HIGH-YIELDING MATERIAL ON ESTATES, 1952.  
(By Percentage Groups and Nationality of Ownership).

Percentage of planted acreage under high- yielding material.	EUROPEAN.			CHINESE.			INDIAN.			OTHERS.			TOTAL.		
	No. of estates.	Total planted acreage.	Acreage under high- yielding material.	No. of estates.	Total planted acreage.	Acreage under high- yielding material.	No. of estates.	Total planted acreage.	Acreage under high- yielding material.	No. of estates.	Total planted acreage.	Acreage under high- yielding material.	No. of estates.	Total planted acreage.	Acreage under high- yielding material.
0- 1-5 6-10 11-15 16-20 21-25 26-30 31-35 36-40 41-45 46-50 51-55 56-60 61-65 66-70 71-75 76-80 81-85 86-90 91-95 96-99 100	47 31 44 57 51 58 38 71 61 44 43 38 12 21 18 16 18 7 6 6 8 34	39,415 43,256 72,592 137,122 102,639 122,651 75,106 142,998 130,720 90,160 77,149 67,700 22,033 31,447 34,056 46,371 44,235 12,550 16,812 18,339 28,524 55,535	— 1,813 6,055 18,399 18,221 27,624 21,119 47,447 48,847 38,389 36,848 36,082 12,799 19,620 23,211 33,747 34,241 10,424 14,988 16,874 27,710 55,535	736 39 40 35 24 37 30 28 27 12 18 7 10 6 7 8 4 2 3 1 69	182,253 19,600 22,434 22,709 9,872 28,337 30,946 16,659 23,684 4,959 7,929 5,023 10,902 5,880 2,985 1,593 2,956 264 2,841 718 119 30,409	— 741 1,747 2,911 1,780 6,408 8,520 5,217 9,185 2,136 3,762 2,697 6,282 3,676 2,032 1,166 2,265 214 2,522 676 116 30,409	320 14 8 19 20 14 12 7 5 8 2 4 3 2 — 2 1 1 2 10	61,307 5,365 2,766 7,393 8,792 6,318 4,088 2,182 1,553 2,373 918 1,636 427 799 — 458 1,490 100 815 191 — 1,684	— 136 230 984 1,595 1,463 1,146 709 595 1,025 457 863 246 497 — 336 1,175 82 730 174 — 1,684	30 2 7 4 4 — 1 — — — 2 1 — — 1 — — — — 1 — 10	7,267 1,201 7,985 1,184 3,614 — 209 — — — 10,011 1,192 — — 2,437 — — — — 6,490 — —	1,133 86 99 115 99 109 81 106 93 64 65 50 25 29 25 27 23 10 11 10 10 113	290,242 69,422 105,777 168,408 124,917 157,306 110,349 161,839 155,957 97,492 96,007 75,551 33,362 38,126 37,041 50,859 48,681 12,914 20,468 19,248 35,133 87,628	— 2,716 8,727 22,429 22,274 35,495 30,843 53,373 58,627 41,550 45,851 40,296 19,327 23,793 25,243 37,013 37,681 10,720 18,240 17,724 34,224 87,628	
Total	729	1,411,410	549,993	1,146	433,072	94,462	455	110,655	14,127	53	41,590	15,192	2,383	1,996,727	673,774

## Chapter VI

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### PRODUCTION

#### Part I

##### LAND UTILISATION AND TENURE

As the bulk of existing land legislation was enacted prior to the establishment of the Federation, there are a number of differences between the land laws applicable to the individual States and Settlements. One major difference is that in all the States some form of registration of titles is in force, whereas in the Settlements there is only registration of deeds, except for the registration of customary rights in land held by Malays in Malacca.

Among the States those of the former F.M.S. have a common Land Code, whereas the remaining States each have their own individual Enactments. As, however, most of the Enactments were modelled on the F.M.S. legislation, the Code and the Enactments have many common features.

Throughout the Federation the owner of land either derives his title from a grant by the Crown or by the Ruler or from rights created by the clearing and cultivation of land, which were recognised when rights in land were investigated and recorded on the introduction of land registration. Since then the ownership of State land has been formally vested in the Ruler, and it is alienated either by the Ruler in Council, or by Collectors of Land Revenue or other officers, to whom the power of alienation has been delegated. Most land throughout the Federation is held in perpetuity, subject to the payment of a fixed annual tax, known as rent, and to certain implied conditions, intended to enforce proper cultivation. The Land Code and the Land Enactments do, however, provide for the issue of leases, and it is the present policy of most of the Governments on giving out land within towns to give it out on lease—and also to give out land on lease to Chinese and others, who have been resettled in New Villages. The Land Code was amended in 1952 to make this possible.

In all the States and Settlements the Government has the power under special legislation to acquire land needed for public purposes and also for leasing for mining.



Except as regards Malay Reservations there are no restrictions on the ownership of land in the Federation by non-indigenous inhabitants, persons domiciled abroad, or by Companies registered outside the country provided that they comply with certain legal provisions. Large areas, however, in all the States are set aside for occupation by Malays, and in such areas, no non-Malay can hold or acquire any interest in land, unless he held it before the Malay Reservation was created.

As stated previously, most land is held in perpetuity by individuals : but in parts of Negri Sembilan and Malacca land is occupied according to tribal custom, and cannot as a rule be held by anyone other than a female member of a tribe.

Except in Kedah and Province Wellesley, land is not often rented out : where it is, it is usual for the tenant to pay a certain proportion of his rice crops as rent rather than a fixed sum of money.

#### SETTLEMENT

Land interests in most of the States of the Federation have been effectively settled since the early part of this century. The work of settlement, however, is still in progress in Trengganu, and in the two Settlements of Penang and Malacca it still remains to be done, although the boundaries of holdings have been fixed under the Boundaries and Survey Maps Ordinance.

## Part II

### AGRICULTURE

#### RUBBER

Comparative statistics relating to rubber in the Federation over a period of five years are given in the following tables :

#### PLANTED ACREAGES

Calendar Year.		Estates Acres.		Smallholdings Acres.		Total Acres.
1948	...	1,952,347	...	1,410,187	...	3,362,525
1949	...	1,970,579	...	1,393,881	...	3,364,460
1950	...	1,964,370	...	1,393,881	...	3,358,251
1951	...	1,963,735	...	1,571,486	...	3,535,221
1952	...	1,996,727	...	1,616,093	...	3,612,820

## PRODUCTION (IN TONS)

Calendar Year.	Estates.	Smallholdings.	Total.
1948 ...	402,907 ...	294,071 ...	696,978
1949 ...	400,009 ...	270,248 ...	670,257
1950 ...	375,853 ...	316,732 ...	692,585
1951 ...	327,956 ...	275,924 ...	603,880
1952 ...	338,328 ...	244,318 ...	582,646

## PAN-MALAYAN IMPORTS AND EXPORTS (IN TONS)

Calendar Year.	Gross Exports.	Gross Imports.	Net Exports.
1948 ...	979,115 ...	300,471 ...	678,644
1949 ...	899,212 ...	220,141 ...	679,071
1950 ...	1,106,500 ...	448,655 ...	657,845
1951 ...	1,155,277 ...	547,107 ...	608,170
1952 ...	910,420 ...	338,855 ...	571,565

The price of rubber fell sharply in February from \$1.40 to \$1.08 per lb. for No. 1, R.S.S. smoked sheet. Thereafter the price fell slowly to 75 cents in September after which the price rose, reaching 90 cents per lb. in December.

The fall in price at the beginning of the year was received with considerable fortitude by all sections of the rubber industry, but it should perhaps be recorded that the lowest prices of 1952 were considerably higher than those prevailing between the end of the war and the first sharp rise that occurred in 1950. During the period the price for No. 1, R.S.S. varied from 35 to 50 cents per lb. The cost of labour and materials, however, remained at much higher levels during 1952 than those obtaining before 1950.

Estate production rose slightly compared with the previous year and there was a decline in smallholders' total production. It is probable that smallholders' production was only slightly influenced by the fall in prices since yields could be expected to decline as a result both of the intensive tapping practised during the previous 20 months and of the advancing age of trees already past their prime. Smallholders' replantings and new plantings since the end of the war are not yet of a sufficient age to make good this fall in production.

Average yields of rubber in pounds per acre in recent years are 419 for estates and 443 for smallholdings. The lower yields for estates can be explained by the considerable area of immature rubber and the more conservative tapping policy adopted by most estates.



Throughout the Federation estates are pursuing in the main a steady programme of replanting. Generally, old rubber is being replaced with new rubber of high potential yield, but there are some examples of rubber being replaced by oil palms ; this is a most welcome development in a country that relies so heavily on the fortunes of one economic crop.

The year 1952 has seen great activity in the organisation of the Malayan rubber industry. The recently created Rubber Producers Council, representative of both estates and smallholders, played an essential part in framing legislation in connection with the cess on the export of rubber for replanting. So far as the smallholders were concerned both Government and the Rubber Producers Council took advantage of the findings and recommendations of the Rubber Smallholding's Enquiry Committee which issued its final report early in 1952.

In March, the Rubber Industry (Replanting) Fund Ordinance was passed through Legislative Council. The Ordinance provides for the collection of a cess on the export of rubber to provide funds for replanting. The cess collections are divided into two funds : Fund A is for owners of properties of 100 acres or more rubber land while Fund B is for owners with less than 100 acres.

Fund A is administered by representatives of the Rubber Growers Association, the Malayan Estate Owners Association and the United Planters Association of Malaya. Owners in Fund A are credited individually with that portion of the cess which corresponds with their certified production. These credits must be used by them for replanting or new planting unless, of course, all their land is already under approved high yielding trees. In that case their credits are returnable in cash. Expenditure on new planting or replanting since 1st January, 1946, is included in this scheme.

Fund B, which is the residual sum after the moneys in Fund A have been deducted from the total cess collected, is administered by a committee comprising smallholders' representatives and Government officials. Since it is impracticable to obtain accurate figures for individual smallholders production, the participants in Fund B do not have individual specific credits as do those participating in Fund A. Fund B has, therefore, been treated as a common pool for financing smallholders' replanting.

The Committee's function has been to organize, finance and administer smallholders' replanting throughout the Federation. The organisation, still in its infancy at the close of 1952, will comprise a Chief Executive Replanting Officer, State and Settlement Replanting

Officers and appropriate supporting staff. In order that effective use of the monies lying in Fund B might be made as early as possible, it was decided not to await the recruitment of replanting staff but to make grants immediately available to smallholders who had actually felled their old trees and prepared the land for replanting during 1952. This interim scheme—Scheme I—has been made possible through the assistance given by the already overburdened staffs of the Administrative Service, the Rubber Research Institute and the Department of Agriculture.

Scheme II which is to replace Scheme I on 1st January, 1953, is essentially similar, and participants in Scheme I will automatically pass into Scheme II. A total grant of \$400 an acre will be made available to any smallholder who replants. This sum is to be paid in instalments according to the work done, but deducted from these payments will be the cost of materials supplied or services rendered, e.g. the cost of planting material or the cost of budding. The Federation Government has agreed to make substantial annual contributions towards the cost of the smallholders' replanting staff, but all other expenses—including of course the acreage grant for replanting—will be met from Fund B.

The target for replanting smallholdings has been fixed at 500,000 acres over the next six years. Although the supply of budwood is ample, supplies of the much more popular clonal seedlings are inadequate, and it appears inevitable that most of the replanting will have of necessity to be budded. The Department of Agriculture, in co-operation with the Rubber Research Institute, retains responsibility for the supply of approved high yielding planting material. The Colonial Development and Welfare Scheme No. 1176, which financed the production of this material will terminate in March, 1953.

Smallholders showed considerable interest in Scheme I and preliminary grants for the clearing of old rubber trees preparatory to replanting had been approved for 7,084 acres at the end of the year. Replanting prior to the introduction of Scheme I in September, 1952, remained on a very small scale and is estimated not to have exceeded 4,300 acres.

Continued interest has, however, been shown in new planting.

There has been no marked change in the number of the various types of societies organised for the more rational purchase or processing of latex, or in the volume of the business done. Some new centres for latex collection and processing have been opened and others have been wound up. The Rural and Industrial Development Authority has initiated several schemes for latex collection and processing.



## RICE

The 1951-52 padi season was most disappointing. Not only was the planted acreage reduced from the previous season but the yields per acre showed a marked decline, falling from 1,876 to 1,550 lbs. padi per acre. While unfavourable weather conditions in the north of the peninsula were undoubtedly the primary cause of reduced production, the industry felt the full brunt of labour shortage brought about by more attractive earnings in other occupations and by recruitment in the armed and civil defence services. This labour shortage has been reflected in the reduced acreages of padi grown in Pahang, Johore and Perak.

The following table gives comparative figures for acreages under wet and dry padi together with yields since the 1947/48 season :

Season.	Wet Padi.		Dry Padi.		Total Padi.	
	Acreage (Planted.)	Yield (In Tons.)	Acreage (Planted.)	Yield (In Tons.)	Acreage (Planted.)	Yield (In Tons.)
1947-48...	802,730	520,808	82,760	23,807	885,490	544,615
1948-49...	842,450	467,825	65,620	19,833	908,070	487,658
1949-50...	871,470	667,485	59,060	24,425	930,530	691,910
1950-51...	828,590	684,668	46,800	18,255	875,390	702,923
1951-52...	790,110	525,712	40,940	15,667	831,050	541,379

The figures for the Pan-Malayan production of rice in relation to consumption and retained imports for the past five years are as follows :

	1948.	1949.	1950.	1951.	1952.
Retained Imports (tons)	449,739	495,029	435,958	498,929	423,007
Production (tons) ...	343,065	307,180	435,840	442,780	341,020
Consumption (tons) ...	792,804	802,209	871,798	941,709	764,027
Percentage of produc- tion to consumption	43	38	50	47	45

The importance of increasing the Federation's production of padi has become of increasing concern owing to the universal shortage of rice throughout the world. The Federation can no longer be certain of importing all the rice it requires, the disturbed conditions throughout South East Asia having adversely affected production in those territories from which rice is customarily exported.

It has therefore been the Federation's policy to endeavour to increase home production of padi both by increasing the yield per acre from existing fields and by opening up new areas by drainage and irrigation works. While water control on the padi fields is perhaps the most important single factor in increasing yields per acre much can be done

by evolving superior varieties of padi, by the judicious use of fertilizers, by improved cultivation techniques and by the control of pests and diseases.

Unfortunately these improvements can only be brought about after many years research, and the Department of Agriculture, which is responsible for this work, lost many records of first importance during the Japanese Occupation. For the most part padi research had to start *de novo* on the liberation of Malaya. Superior varieties of padi are still under experimental test and are not yet available for general distribution. Research on fertilizers has indicated that their application can result in appreciable yield increases as in Kelantan and Trengganu. Some 200 tons of fertilizer were distributed in time for the 1952/53 padi crop in these two States at a price subsidized by Government to the extent of half the cost.

The preparation by tractor cultivation of padi fields for planting has been shown to be feasible in most of the padi areas in the Federation, but mechanical transplanting, weeding and harvesting of padi still present problems which have not been solved. Tractor ploughing was organised by the Rural and Industrial Development Authority during 1952 for bringing abandoned padi fields back into cultivation, but the area so treated is at present very small.

So pressing has been the immediate need to increase padi production in the Federation that a Committee was set up towards the end of the year to advise on the action to be taken to this end.

The price offered by Government to growers during 1952 for padi delivered to the mill, was 11.25 cents per lb. up to the month of August and thereafter 12.75 cents per lb. Most of the crop however was sold to Chinese Millers at prices in excess of these figures. It must be remembered that a large proportion of the padi grown in the Federation never leaves the farm and is used to support the farmers' dependants.

The cost of rice imports has continued to increase and this constitutes a further potent reason for increasing locally grown supplies.

#### COST OF RETAINED RICE IMPORTS

(Pan-Malayan)

Year.		Tons.		Value in. \$
1948	...	449,739	...	184,197,540
1949	...	495,029	...	200,036,762
1950	...	435,958	...	175,585,707
1951	...	498,929	...	218,739,700
1952	...	423,007	...	198,885,798



## OIL PALM

There has been little change in the area planted with oil palms. The increase is small in view of the prediction of a year ago that the industry is at the beginning of a period of expansion. But the replanting of old fields is being undertaken on a considerable scale by certain oil palm estates. The trend, on estates on coastal clay, in favour of replacing old rubber and coconuts with oil palms still continues.

The acreages planted with oil palms and the production of oil and kernels are as follows :

Year.		Planted Acreage.		Palm Oil (In Tons.)		Palm Kernels (In Tons.)
1948	...	83,320	...	45,257	...	8,471
1949	...	90,507	...	50,561	...	10,459
1950	...	95,982	...	53,171	...	11,437
1951	...	97,377	...	48,274	...	11,771
1952	...	98,610*	...	45,095	...	11,248

## COCONUT

Of the total area of approximately 500,000 acres under coconuts, three-quarters consists of smallholdings. The main concentrations of coconuts are in the coastal areas of the west coast of Malaya. Here there are clay soils and not the light sandy soils usually associated with coconut growing in most producing countries. In consequence drainage is the most important factor that effects production. Yields vary greatly from 500 lbs. to 1,600 lbs. of copra per acre and in many areas low yields are associated with poor drainage.

Production and acreage under coconuts have remained fairly constant during the past three years and no major changes are likely to occur. Some replanting is taking place on a small scale, but nowhere in the Federation are substantial replantings or new plantings in progress.

Local oil mills and soap factories handle most of the production and there are also substantial imports of copra. Malaya is usually a net importer of copra, and surplus production is mainly exported as oil. During the year, Malayan soap factories manufactured 74,747 cwts. of soap.

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\* Provisional.

PRODUCTION (IN TONS)  
(Federation of Malaya)

Copra.

Year.	Copra.		Coconut Oil.	Copra cake.
	Estates.	Small-holdings.		
1948	19,011*	45,608*	51,164	37,970
1949	36,957	85,980	63,698	43,300
1950	38,612	110,866	72,800	47,819
1951	39,422	120,620	86,397	55,661
1952	39,523	114,842	81,185	51,581

NET EXPORTS

(Pan-Malayan)

Year.	Copra		Coconut oil	
	Tons	Value \$	Tons	Value \$
1948	28,624†	14,018,149†	45,245	45,531,182
1949	24,424†	7,159,041†	60,504	54,521,306
1950	4,778	14,902,910	56,045	60,747,279
1951	10,878	6,605,527	68,139	87,508,297
1952	27,821†	4,501,280†	65,113	53,965,806

PINEAPPLE

Of the 24,800 acres of pineapple, 16,000 are in Johore and 3,800 in Selangor. There has been little new planting and the published figure shows an increase of only 375 acres above the 1951 figure.

In Johore 6,000 of the 16,000 acres are in smallholdings and out of the total area 12,000 acres are in bearing. "Packers" estate yields increased during the year largely because of improved drainage and for the first time the crop from the "Packers" estates was greater than that from smallholdings. In Selangor, only 400 acres are owned by the Packers.

The post-war development of pineapple has been confined to the peat and muck soils of which there are very large virgin areas in both Johore and Selangor. However, these large areas have first to be drained and this has proved impracticable during 1952 owing not only to the priority given to schemes for improving the drainage and irrigation of existing or potential padi lands but also to lack of security from terrorist activities. Immediate expansion of the pineapple industry must therefore rely on increasing the yield per acre of planted areas rather than on bringing new land under cultivation.

The Department of Agriculture at its newly established pineapple stations in Johore and Selangor is obtaining the information required

\* July-December only. † Net Imports.



to increase the yield of pineapples. The initial results obtained from these stations and from experiments conducted on the pineapple estates themselves show considerable promise, and improved cultivation techniques are beginning to be adopted by the growers.

Small grower production in Johore—almost entirely a Chinese enterprise—has inevitably suffered through emergency resettlement of the people. Nevertheless prices remained attractive for fresh pines sold to the packers. They ranged from 3 cents to 5.4 cents per lb. according to quality.

The Pineapple Industry Ordinance, 1951, came into effect in 1952. Parallel legislation was passed in the Colony of Singapore. The legislation provides for the levying of a cess on the export of canned pineapples to provide funds for the improvement of the industry. The Johore Pineapple Station and the pineapple investigations on the Selangor Station are financed from cess funds.

The following table shows the exports of canned pineapple from Malaya since 1948 :

Year		Tons		Value \$
1948	...	4,099	...	3,652,621
1949	...	8,137	...	6,307,169
1950	...	14,671	...	12,203,911
1951	...	16,913	...	16,884,112
1952	...	11,781	...	12,564,131

#### CACAO

Experiments have continued during the year to ascertain the best way of establishing this crop and to build up supplies of superior planting material. It is already obvious that cacao cannot be satisfactorily established on the poorer soils of the Federation, such as support average rubber, unless lavish and probably uneconomical dressings of manure are given. There are also strong indications that cacao will not thrive when grown through rubber. On the other hand cacao is growing very well indeed on certain of the richer soils; if this new crop is to become of economic importance expansion must take place on such soils. Fortunately there are thought to be considerable areas in the Eastern States of the Federation where successful development may take place, but these areas, still under primaeval jungle, are characterised by poor communications, a sparse population, and have been susceptible to terrorist interference.

Considerable progress has been made in multiplying planting material of the West African Amelonado variety of cacao both on Department of Agriculture stations and on a few estates. This

variety, which comes true to seed and is readily marketable, was used to establish seed gardens in most States during 1952, and it is hoped to complete these seed gardens in the near future.

Certain varieties of cacao of higher quality than West African Amelonado are under trial on Departmental Stations, but there are technical reasons why the provision of adequate supplies of planting material from these will take longer than for Amelonado.

### TEA

There have been no new developments in the tea industry. Work has continued on Blister Blight disease which made its first appearance in Malaya in 1950. The incidence of the disease has not been so severe as it was at first feared that it might be. It is now known that lowland tea is most unlikely to suffer serious damage as temperatures in the plains are too high. In the highlands, attacks are seasonal, and experiments both on spraying and on time and method of pruning, indicate that the disease can be kept under control.

Production figures are as follows :

#### *Made-Tea*

Year	Production lbs.	Exports lbs.	Sold locally lbs.
1948 ...	2,257,619 ...	641,804 ...	1,447,189
1949* ...	3,233,950 ...	1,853,291 ...	1,606,282
1950 ...	3,317,930 ...	1,660,350 ...	1,610,782
1951 ...	3,684,158 ...	1,726,786 ...	1,887,018
1952 ...	3,785,158 ...	1,597,947 ...	2,016,210

The following table gives, for 1952, statistics of acreage and production for highland and lowland estates :

	No. of Estates	Planted area (Acres)	Area in production (Acres)	Plantable reserve land (Acres)	Production made-tea (lbs.)
Highland ...	35	5,310	3,613	3,852	1,594,046
Lowland ...	11	3,390	2,622	11,245	2,191,112

### FOODCROPS, VEGETABLES AND FRUIT

In Malaya food crop production, other than padi, can be said to be largely a Chinese industry. Many of the Chinese follow the age-old system of intensive vegetable gardening in conjunction with pig rearing. It is almost true to say that provided there is sufficient water the nature of the soil is of minor importance. The most favoured sites are valleys and swamps and on such sites high-priced vegetables and water-grown

\* Figures as supplied by estates. The excess of tea sold to tea produced is presumably due to a carry forward of stocks



crops are produced. Into this type of area fish ponds fit easily and naturally and high yields of fish can be obtained from the dung-enriched ponds. On the higher lands, usually those on the valley sides, more hardy dry land crops such as tapioca, gourds and bitter cucumber are grown.

The resettlement of Chinese smallholders in new villages disrupted their agriculture and in 1951 there was a shortage of vegetables, pork and fish. The shortages continued during 1952 but as the year advanced, the situation became much easier. The increase in supplies of vegetables and pigs was made possible in no small measure by the grants of money made by the Government to develop the agricultural activities of the New Villages. These grants, totalling \$465,663, were used for the purchase of stud boars, for the erection of pig-sties and fencing, for drainage, and for the opening of new land by tractors.

The principal fruits of Malaya are rambutan, durian, mangosteen and banana. The Department of Agriculture has made selections of both rambutans and durians and the multiplication for sale of the selected clones constitutes an important function of the State and Settlement Agricultural Stations.

### Part III

#### FISHERIES

##### PRODUCTION AND TECHNIQUE

The total landings of sea fish for the year 1952 decreased a little as compared with 1951. The estimated landings of fish for consumption as human food dropped by 15 tons and of manure fish by 52 tons to 116,663 tons and 17,499 tons respectively. It is estimated that the total production of fresh-water fish from all sources remained at about the same as in 1951 at 25,000 tons.

TABLE

	1951		1952	
	Quantity (Tons)	Value \$'000	Quantity (Tons)	Value \$'000
<i>Marine Fish:</i>				
Human Consumption	116,678	226,153	116,663	243,770
Manure and animal				
Consumption ...	17,501	2,940	17,499	2,100
Fresh Water Fish ...	25,000	10,742	25,000	10,742
	159,179	239,835	159,162	256,612

While the basic structure of the fishing industry has not changed to any extent in so far as financing of the industry and ownership of craft and gear are concerned, the rate at which the form of the industry is changing from being reliant on craft propelled by sails and paddles to mechanised craft has increased markedly. The total number of power driven craft at the end of 1951 was 709 while at the end of 1952 it was 1,240. Since the main object of mechanisation is to increase efficiency in operation and increase production of fish, the almost static level of production demands explanation. There have been two factors operating to reduce production ; police and civil action in emergency operations and poor fishing seasons in certain areas. The police and civil action in Johore and Selangor which has resulted in reduced production have been the resettling of fishermen in New Villages and the imposition of a curfew on the fishermen. In Penang a cessation of fishing was caused during major police operations and in South Pahang a considerable number of fishing stakes were removed for security reasons. Except for the latter, where alternative methods of fishing are in process of development, a "modus operandi" was worked out so that the fishermen could operate so far as was consistent with security, after the immediate police action became effective. It has not been possible to measure in terms of reduced landings of fish the effect of these security operations. However the reduction in fishing effort has been considerable and it is encouraging that the total reduction in landings for the year is of the order of 0.6 per cent. of the total for 1951. This is in itself an indication of the increased efficiency resulting from mechanisation of the industry.

Resettlement of squatters into New Villages has caused them in many places to leave their fish ponds but wherever possible the operation of fish ponds has been maintained and where terrain and conditions have proved to be suitable, new fish ponds have been planned and are being incorporated in the mixed agricultural economy of the New Village smallholdings. There has been a big increase in the number the Malay ra'ayat who are taking up pond culture and while it will not be until 1953 that results will become apparent, there has been as much made up in new production as has been lost due to resettlement. It must be noted that the Chinese rear different fish from the Malays on the whole, so that the increase in Malay production provides a different commodity in the Malayan diet.

The prosperity of the fishermen of the East Coast, who produce the lower grades of salted and dried fish in quantity, was severely hit by the reduction in trade with Indonesia arising from Foreign Exchange Control in the Republic. As a result there was a surplus of the lower grades in Malaya and prices dropped to low levels. As there has been



some importation of different varieties of salt fish from Japan, this was restricted in November in order to protect the Malayan market.

There has been a continuation throughout 1952 of arrests of Malayan fishermen by the Indonesian authorities. However, the operation of Malayan craft in Indonesian waters under permit has been facilitated considerably by the development of an organisation by the Indonesian authorities for the purpose.

The principal fishing areas have been comprised in a belt of water up to thirty-five miles from the coast around the Peninsula. With the development of mechanisation this belt is slowly but gradually widening. The majority of the new engines in use are outboard engines varying from five to twenty-five horse power which can easily be attached to the traditional craft with only minor modifications. However, these engines are basically uneconomical, they have a high fuel consumption and after six months of heavy duty and long running, they require repair and the replacement of worn parts. This calls for considerable regular financial outlay and repairs mean a cessation of operation. It is the policy of the Department of Fisheries to promote the use of the heavy duty diesel inboard engine with a craft suitably designed to carry it. There are already over one hundred of these in operation varying from single cylinder engines of six horse power up to six cylinder engines of one hundred and thirty-five horse power.

The coastal waters off Trengganu, Pahang and Perak have produced the most fish of the surface varieties, while the long-line fishermen of Penang have continued to fish off the edge of the continental shelf about eighty miles to the west and north of Penang in forty to sixty fathoms of water. The "pukat jerut" (purse-seine) fishery on the West Coast for the Malayan mackerel "kembong" enjoyed a good year and landed about twelve thousand tons of fish. The principal fishing methods by which the total quantity of fish was landed remains as diverse as any, anywhere in the world, consisting of fixed traps, different varieties of offshore and beach seines, long-lines and drift nets.

#### PROCESSING AND DISTRIBUTION

The major processing of fish is salting and drying, which is carried out to a greater or less degree throughout the Federation. All varieties of fish, both marine and freshwater, are so treated as well as cuttlefish and prawns, the latter providing a fertilizer of considerable horticultural value from the dried shells and waste. There is a little canning carried out in multi-purpose commercial canneries, fish in a curry sauce being the final pack. Local pastes and sauces are made from shrimps, anchovies and the liquor from deep brining. A notable development in the past two years has been the mechanisation of

shrimp paste or belachan factories. The traditional method of production is the pounding by hand of the shrimps, after salting, in large mortars. With the introduction of mechanically driven fine mincing machines, output per man has been increased six times. There is no quick freezing of fish in Malaya, but the use of ice for packing fish for distribution is universal. Many fishermen take ice to sea with them to-day and the result is a product of commendably high quality on the market. The Asian purchaser of fish is meticulously careful over the selection of fish and examines eyes, gills and the condition of the flesh, by prodding it with a finger. Moreover it is traditional that fish be brought to market in the round, complete with head and guts which is a serious handicap to effective preservation of the flesh. There is no doubt that fish reaches Malaya's markets in surprisingly good condition when the high temperature factor and the uncleaned nature of the fish are taken into consideration ; in fact in a condition which is better than in many other countries. There are small refrigerated stores for fish in Malacca, Kuala Lumpur, Ipoh and Lumut, but the demand for fish normally exceeds the supply so that there is no call for extensive refrigeration facilities in the country. The commercial production of ice is extensive, though machinery is not entirely up to date and in many places, the price of ice is high. In the main the supply is good and only in periods of glut of fish do the manufacturers find it difficult to meet demands. If heavy demands are localised, a balance is maintained by transport by road of supplementary supplies from more distant production centres. On the whole, ice-production is fairly satisfactory and the commercial enterprises have expanded to meet the increasing demand.

The structure of the fishing industry follows the pattern which is common throughout the world. Fishermen operate with borrowed money and sell their catch to the man who provides the capital. He, in turn, distributes his fish to the major urban consuming centres and rural districts through consignment agents. There are a small number of registered Companies who own boats and gear and employ their fishermen on a share basis, and there are considerable numbers of private boat owners in the smaller categories, who sell their catch to purchasing agents ashore. On the north-west coast, the "secret auction" or system of silent tender prevails, called in Malay "bisek" or "chut" (onomatopoeic). On the east coast, the open bidding system in which the fisherman stands beside his boat when he comes ashore and receives bids from purchasing middlemen—and women—often commenting on the tenders and the reputations of the bidders in terms which would do full justice to the unexpurgated Burton Edition of the Arabian Nights.



At the major urban centres of Kuala Lumpur and Singapore, there are well organised fish dealers' associations and by maintaining constant telephonic communications with the consignment agents on the periphery, they maintain a nice balance in distribution. It is a common fallacy to describe them as a "ring" with a monopoly. This is a mistake, the handling of fish in Malaya is a highly competitive business and the Associations maintain a great degree of order in the trade, in the same way that other business Associations for dealing in Stocks and Shares or Rubber operate. However, the physical handling and distribution of fish is far from up-to-date, as is fairly frequently evidenced to-day when mechanical production leads to gluts at the landing points. The Law controlling Road Transport militates against the immediate adaptation of existing available transport to effect efficient distribution. There are no major co-operative Unions in Malaya as exist in Canada and Norway, but there are a small number of successful co-operative societies, which handle, distribute and retail the fish for members on a limited geographical range. That at Beserah, Pahang, is perhaps the oldest. This society also handles fishermen's producer goods for sale to the members. A number of new societies have been started during the year by the Co-operative Department with the assistance of the Fisheries Department and where possible the advantages of incorporating fish marketing in a general-purpose Society has been developed, particularly in the smaller centres, where the income from fishing alone may not be adequate to give an economic return on such heavy capital investment as has to be incurred for purchase of a motor lorry.

#### DEPARTMENTAL ORGANISATION

The Fisheries Department is Pan-Malayan with headquarters in Penang, where the senior staff consists of the Director, the Assistant to the Director, and three Research Development and Extension Officers, one for Marine and one for fresh-water fisheries, and one for Industrial technology. There is also one Economic Officer concerned with Marketing and distribution. A school is planned which will be in charge of a Master Fisherman. The Director has a Deputy for the Colony of Singapore. There are four Regional Officers in the Federation of Malaya. Two Research Laboratories, one for Marine Fisheries on a regional basis and one for fresh water fish culture on a Commonwealth basis, are planned. The Department possesses four fishing vessels and five inspection launches. The Policy of the Department is to provide adequate cheap fish for all who need it—the target is three and a half ounces per head of the population per day—by an integrated programme of research, extension and development, demonstration and administration. The social and economic problems

of the fishermen are given constant consideration as are the principles involved in town planning for fishing villages. For the financial subsidising and management of new commercial ventures, the Department co-operates with the Rural and Industrial Development Authority. A number of new projects were started under this procedure in 1952, both for marine and fresh-water fisheries, the principle of co-operation being that the Fisheries Department provides the technical knowledge and the Authority then operates as a Managing and Financing Corporation.

### RECENT DEVELOPMENTS

Fish production, both fresh-water and marine, has been carried on at a peasant level of operation for centuries. The essential twine and nets for their gear has to be imported, and in consequence their production per unit cost of capital outlay is low. Although it will mean an abandonment of many of the colourful and picturesque craft for which Malaya is famous, mechanisation is the only answer if the Malayan fisherman is to survive in the present world economic struggle.

To achieve this, the Fisheries Department took a number of active steps in 1952. For the onshore fishing of the north-east coast a twenty-six foot, decked diesel-engined multipurpose craft was designed and built. This craft is not only capable of being used for a variety of operations, but can weather the surf which breaks on the coast. It is also light enough to be hauled out on the beach above high tide level when occasion demands. The engine is an air-cooled twin-cylinder Diesel with a power take-off for driving a small capstan winch : it consumes between one half and three quarters of a gallon of fuel oil per hour. It is a prototype and it is hoped to learn from it the difficulties which will have to be overcome in future multiple building of an economic type of onshore standard craft for the North East Coast. On the West Coast, where there are rivers and small harbours, a small motor-coble has been built. This craft differs from the other inasmuch as the seas with which it has to contend are short and choppy and much of the fishing is by drift nets which are commonly hauled over the stern. This boat is also decked, has a flaring bow and a transom stern ; with a 7 H.P. Diesel Engine it has proved to be underpowered and it is necessary to replace the engine with one of a higher power.

Two approaches have been made to the problem of developing the demersal fisheries for bottom living fish. Two Departmental craft, one on the West and one on the East Coast have been equipped with two different types of mechanical line-hauling equipment. The



results have been satisfactory in terms of yield per hour's effort. The second approach is by trawling and seining. The 110 ton trawler-Danish Seiner "Dunvegan" was purchased in the United Kingdom and commenced operations in November. In the Singapore Section of the Department, it has been found that pair trawling—pareja trawling of Europe—is successful in the valleys of the China Sea off Malaya's East Coast. Catches have been of the order of 15,000 pounds of high grade fish per ten days at sea. The "Dunvegan" is currently being used as an exploratory vessel for extending the grounds, using the otter-trawl for this purpose.

As an attack on the problems of increasing the yield of the cheaper fish, the pelagic offshore fisheries being totally unexploited and relatively vast, a Scottish Ring net boat, the "Trustful IV" was purchased in Fisherow, Edinburgh. This boat with four Scots fishermen under the leadership of a Scots skipper and a balance of four Malays to make up a crew of nine, has been operating off the coast of Perak. The behaviour of the fish called for a modification of the net and a new type of net based on the Ringnet has begun to give satisfactory results ; hauls of two and three tons of fish per night have been obtained for successive nights. It is proposed to train a completely Malayan crew and use the unit as the basis for further development.

Natural cockle-beds occur off the Coasts of Perak and Selangor. A simple system of cockle rearing has met with success. Areas of fore-shore, where no cockles occur naturally, are approved by the Department and then the young of the cockle are collected from the crowded natural beds while they are less than one quarter of an inch across the shell. They are then transplanted to the chosen areas and are harvested for market six months later, when they are more than one inch across. By this means cockle production has increased many times in the past year.

Fish farming has received a considerable impetus from the success achieved by a few successful cultivators. Among the Malays, the African Cichlid fish *Tilapia Mossambica* has proved exceptionally popular. The Department, through its limited extension service, has promoted the rearing of this fish, by talks, demonstrations and pamphlets, and has distributed fry by road, rail and air. For the Chinese a successful plan for rationalising the traditional Chinese smallholding has been developed on a commercial farm in Penang. In this case the whole of the mixed agricultural economy of the peasant has been considered. By the application of scientific method and planning, a yield of 5.16 tons of liveweight protein per acre per annum

was obtained, consisting of fish and pigs. In addition, there were unmeasured products in the form of eggs, chickens and fish used for immediate consumption on the farm. Instruction in the planning and operation of such a farm has been given by the Department to Resettlement Officers, so that where terrain is suitable and adequate water supplies are available the principle of the farm may be propagated in New Villages.

In all fisheries development there are two major obstacles to be overcome. The first is the natural conservatism of the peasant who cannot readily find a real incentive for changing his ideas—a proper appreciation of human values is essential for success and progress is necessarily slow. The second is the comparative lack of physical stamina of the indigenous dweller in the tropics when called upon to handle equipment in common use in the temperate zones ; it can only be by years of effort that comparable output per man hour will be achieved.

## Part IV

### FORESTRY

(*Note.*—In this part, 1951 figures are given in brackets.)

#### MANAGEMENT

##### *Reservation*

The total area of reserved forest showed a net increase of 303.9 square miles bringing the overall total for the Federation up to 12,474.4 square miles representing 24.6 per cent. of the total area of the country. The increase was due largely to the final constitution of the Rasau-Kerteh-Ulu Chukai reserve in Trengganu and the Pedu reserve in Kedah. Small excisions in Perak and Malacca amounted to rather less than one square mile. Proposed reserves, preliminarily notified, total some 877 square miles, mostly in Pahang.

##### *Regeneration*

The year 1951 does not appear to have been such a good seed year as was first thought, for little regeneration has been reported. The year 1952 was even worse, no fruiting of real importance being reported from any State.

Silvicultural operations, although still on a very reduced scale, were carried out in every State and Settlement except Perlis. In many cases lack of labour rather than emergency conditions was the limiting factor. At the end of the year a total of 332,294 (291,472) acres was



recorded as being under regeneration, but only 644 (6,505) acres were passed as fully regenerated. As 274 acres were written off, the total of fully regenerated forest at the close of the year was 53,144 (52,774) acres.

### *Planting*

Regular plantations were extended by a total of 293 (153) acres while 26 (1) acres were written off, giving a grand total of 5,020 acres of regular plantations at the close of the year.

### *Working Plans*

The Working Plan for the Matang mangrove forests by D.S.P. Noakes, Conservator, was published during the year and was very well reviewed in technical forestry journals. Working plans for the control of exploitation in productive inland forest reserves were completed in Johore and Pahang. The object of these plans is to divide the available productive forest into Working Circles of a size sufficient to maintain sawmill working in perpetuity. They are based on a rotation of 70 years with an annual coupe of one seventieth of the total circle area and will eventually be replaced by more detailed individual plans for each Working Circle.

## PRODUCTION

### *Timber*

In spite of the difficult logging conditions prevailing throughout the year the outturn of timber again rose, production from all sources being an all-time record of 49,543,565 (42,706,946) cubic feet round measurement. Of this total, approximately 11 (12) per cent. was in the form of primary hardwoods, the balance being made up of secondary hardwoods and a wide variety of light hardwoods. Once again there was a decrease in the volume of timber cut in forest reserves, 41 per cent. as compared with 46 per cent. in 1951. This was again due to the closure of many forest reserves for security reasons, resulting in very intensive working of the more accessible State land areas many of which have been worked and worked again. This is all to the good because it ensures that all the valuable timber on such areas is exploited before alienation. The outturn of poles remained high at 5,806,917 (5,902,466) cubic feet due to the continued demand from the mining industry.

### *Firewood and Charcoal*

The production of firewood increased to 14,952,273 cubic feet as compared with 13,721,636 cubic feet in 1951 but charcoal production fell slightly to 4,194,294 (4,481,623) cubic feet.

The total production of timber, poles, firewood and charcoal amounted to the record figure of over 74 million cubic feet as compared with 67 million cubic feet in 1951. After making an allowance for exports this means that the consumption of major forest produce per head of population was over 10 cubic feet and is rising—a striking reminder of the importance of forest produce to the economy of the country and the well-being of its inhabitants.

### *Minor Produce*

The revenue derived from minor forest produce was \$292,257 (\$305,619) the further decline being due largely to the decreased production of jelutong.

### *Local Timber Supplies*

The total quantity of timber supplied through the branch was 1,162,257 (789,593) cubic feet sawn, and 149,702 (131,842) cubic feet round. The Malayan Railways were, as usual, the largest purchasers taking 938,299 (511,408) cubic feet sawn, and 65,526 (68,116) round ; these figures include 393,597 (228,257) railway sleepers of which 383,254 (173,807) were secondary hardwoods, mostly Keruing, for treatment with creosote. Other large purchasers were the Services 64,112 (84,313) cubic feet, the Public Works Department 44,683 (99,218) cubic feet, the Telecommunications Department 22,686 (19,488) cubic feet and the Central Electricity Board 14,819 (8,697) cubic feet. In addition to the above, 105,005 cubic feet of square sawn Keruing and Kempas fencing posts were purchased on behalf of the Secretary for Defence and stored for seasoning. After preservative treatment these posts will be distributed through State and Settlement War Executive Committees for perimeter fences for New Villages. Timber supplies became more readily available during the year in spite of “emergency” restrictions in the forest ; this may be attributed to a decrease in the demand on the local market as compared with the previous year and a gradual return to more normal market conditions. Grading fees in respect of local supplies realized \$70,037 (\$53,836).

### *Prices*

Prices of most classes of sawn timber fell by approximately 25 per cent. during the period January to September. Thereafter prices remained steady except for a slight increase in Keruing and Red Meranti as the result of a renewed demand for these timbers for export. The following table shows the average prices paid by the Timber



Purchase Branch in dollars per ton of 50 cubic feet as compared with the years 1941, 1950 and 1951 :

	1941.	1950.	1951.	1952.
Primary Hardwoods (sawn) ...	60 ...	276 ...	386 ...	420 ...
Secondary Hardwoods (sawn) ...	33 ...	138 ...	237 ...	231 ...
Light Hardwoods (sawn) ...	33 ...	124 ...	214 ...	198 ...
Secondary Hardwoods (logs)...	10 ...	51 ...	101 ...	79 ...
Light Hardwoods (logs) ...	10 ...	40 ...	82 ...	66 ...

The figure for Primary Hardwoods is an average for both Chengal and other kinds : at the close of the year Chengal, sawn to common scantling sizes, was selling at \$500 per ton whereas other Primary Hardwoods were worth \$150 per ton less. Similarly the figure for Secondary Hardwoods includes Kapur which was selling at \$250 per ton as compared with Keruing at \$170 per ton.

### *The Timber Export Trade*

Exports of graded timber sawn in the Federation sawmills totalled 1,025,783 (1,400,419) cubic feet. Of this total 811,642 (1,017,227) cubic feet were shipped from Federation ports and the balance from Singapore. Substantially less business was done in the export trade during the first half of the year than in the previous year because prices, although falling gradually, were still too high. However, by September buyers in the United Kingdom showed a renewed interest in Malayan timber, particularly in Keruing and Red Meranti in the higher grades, and exports during the last quarter of the year were the highest since 1950. Through the agency of the Timber Purchase Branch 14,000 Keruing sleepers were exported to Hongkong for the British section of the Canton-Kowloon Railway.

The Colony of Singapore imported approximately 65 (75) per cent. of its saw-logs from the Federation and, as usual, a large proportion of this material was sawn for export in Singapore mills. It follows that no true picture of the timber export trade can be given without considering Malaya as a whole. The following table, then, gives the exports of sawn timber from Malaya (including Singapore) for the years 1950, 1951 and 1952. The principal receiving ports are shown in brackets and the figures are in tons of 50 cubic feet :

Exported to	1952.	1951.	1950.
Aden, Bahrein and Kuwait ...	8,726	5,907	4,396
Arabia (Jeddah) ...	5,350	2,467	6,649
Australia (Sydney, Adelaide)* ...	6,282	19,349	9,410
Belgium (Antwerp) * ...	52	—	—
Brunei ...	342	—	—

\* All timber to these markets was graded under the Malayan Grading Rules.

Exported to	1952.	1951.	1950.
Denmark (Copenhagen) * ... ..	88	—	—
Egypt ... ..	3,116	29	—
Holland (Rotterdam) * ... ..	376	610	943
Hongkong ... ..	4,496	4,846	13,634
Indonesia (Palembang, Riouw) ... ..	3,605	6,295	7,719
Iraq (Basrah) ... ..	1,095	1,126	907
Korea * ... ..	343	—	—
Mauritius (Port Louis) ... ..	5,370	2,588	3,676
New Zealand (Wellington, Dunedin) * ... ..	814	47	—
Norway (Oslo) * ... ..	61	26	—
Pakistan (Karachi) ... ..	3,473	1,662	11,156
Republic of India (Calcutta) ... ..	58	—	277
Union of South Africa (Durban, Cape Town) * ... ..	534	344	983
United Kingdom (London, Liverpool) * ... ..	30,237	40,818	59,116
Other places not shown above ... ..	745	305	1,567
Total ... ..	75,163	86,419	120,433
Approximate f.o.b. value in \$ Straits ... ..	13,796,331	18,378,973	17,475,000

Total exports, graded and ungraded together, showed a decrease of 11,256 tons as compared with the 1951 figure and were 45,177 tons below the peak year of 1950.

The volume of high class lumber, graded under the Malayan Grading Rules, exported to overseas markets was 42,148 tons, a drop of 19,072 tons compared with the 1951 figure of 61,220 tons. Exports to the United Kingdom fell by 10,581 tons largely owing to price difficulties and those to Australia declined by 13,067 due to import restrictions. On the other hand there was a slight increase in exports to South Africa, the New Zealand market developed steadily, if slowly, and initial shipments were made to several "new" markets including Belgium, Denmark, Norway, Cyrenaica, Cyprus and South Korea. By species, Keruing headed the list with 33.9 (20.5) per cent. of all graded exports followed by Mixed Light Hardwoods 31.2 (57) per cent. and Red Meranti 25.3 (14.6) per cent. Exports of Kapur were negligible because the timber is so popular locally and commands a much higher price on the Singapore market than overseas buyers are prepared to pay.

Ungraded exports to eastern markets increased, particularly to Aden and Persian Gulf ports, Arabia (Jeddah), Mauritius and Pakistan. The increase was undoubtedly the result of the lower price levels ruling from about April onwards.

### *Timber Stocks*

On completion of the new departmental Timber Depot at Kuala Lumpur in October the purchase of selected stocks of light and

\* All timber to these markets was graded under the Malayan Grading Rules.



secondary hardwoods in a wide range of standard sizes was commenced. The principal species were Keruing and Red Meranti and by the end of the year some 700 tons of the 2,500 tons required were in store undergoing seasoning. Progress was necessarily slow to begin with as unskilled labour had to be trained in the proper methods of sorting and stacking timber, an operation which may sound easy enough but which, in fact, calls for a combination of muscle and intelligence. The pressure impregnation plant was ready for operation by December and after a series of tests a quantity of 25 and 28 foot long poles were treated with "Tanalith" preservative for use by the Central Electricity Board for the lighting of New Villages.

### *Fencing Posts*

The condition of the fences around some New Villages and regrouped areas gave rise for serious concern as many of the posts originally used were of non-durable timber and were literally falling down. A survey was made of the position as a result of which the department was asked to organize the supply of 600,000 impregnated secondary hardwood posts at the rate of 50,000 a month. The posts are square sawn 4"  $\times$  4" in lengths of 10 and 12 feet and by the end of the year some 85,000 posts were seasoning prior to impregnation.

## FOREST ENGINEERING

### *Timber Depots and Impregnation Plants*

The Kuala Lumpur timber depot, mentioned in last year's report, was completed during the year. All work on the depot including roads, buildings and the installation of the pressure impregnation plant was carried out departmentally at a total cost during the year under review of \$311,421. The buildings consist of five storage sheds, two measuring 240'  $\times$  54' and three measuring 120'  $\times$  54', with roadways so arranged that lorries can draw alongside every stack. These sheds have a capacity of about 2,500 tons of sawn timber on stickers. In addition there is a 120'  $\times$  60' shed to accommodate woodworking machines, grading lines and an office; another shed houses the impregnation plant and there is also a small store, lavatory accommodation and watchman's quarters. All roofs were built of timber and demonstrate three different types of construction made possible by the use of 2½" split ring connectors. The impregnation plant, supplied by Messrs. Hickson & Welsh Ltd. of Castleford, Yorks, is a 36'  $\times$  6' diameter cylinder equipped for cold vacuum treatment and "Tanalith" is being used as the preservative, the intention being to treat timber for interior as well as for outdoor use. The plant has a capacity of about 500 cubic feet in one charge and by running two





Building a Jungle Road. Work on the Maran trace







A Chinese Cave Temple—a monk before an elaborate carved setting



shifts over 2,000 cubic feet of timber can be treated per twenty-four hours.

Two further Timber Depots and Impregnation plants are to be built at Ipoh and Johore Bahru respectively during 1953. Work on the site for the Ipoh depot had commenced before the end of the year. These depots are Development Plan projects but have been accelerated to deal with the fencing post problem and the huge Government building programmes now on hand.

### *Sawmills*

Once again sawmillers and loggers had many difficulties to contend with; they now suffer much less interference from Communist terrorists but the intensified activity by military and police in most areas has necessarily added to the difficulty of organizing both logging and milling. In general these restrictions are accepted with good grace, as the beneficial results of the campaign are now apparent and with a little more sustained effort and co-operation with the authorities, sawmillers will soon be able to look forward to unhindered access to their forest working areas.

One of the most notable developments in the industry this year has been the emergence of a number of wood workshops, usually attached to sawmills, which are equipped with 4-cutters, panel-planers, morticing and other machines for the mass production of joinery for the building trade. This mechanization is the result of the scarcity and high wages of skilled carpenters and the enormous demand in connection with housing schemes. Wood workshops have long been needed and now that the movement has started it is probable that more modern and heavier machines will soon be installed, for mechanization is the natural corollary of any large building programme.

### *Buildings*

A further extensive departmental building programme was completed at Kepong during the year. In all, twenty-eight labourers quarters, six quarters for clerks and Technical Assistants and one senior officer's house were built at a total cost of \$208,041. Repairs to existing buildings cost \$2,809.

## RESEARCH

### *Silviculture*

The Silviculturist spent the first few months of the year in catching up with arrears of work which had accumulated during his absence from duty for almost the whole of 1951. In September and October he attended the most interesting and instructive Eucalyptus Study Tour in Australia organised by the F.A.O. and in December he was



a delegate to the F.A.O. Asia-Pacific Forestry Conference held in Malaya. There was little opportunity, therefore, for initiating new work or of making much headway with the abstraction and compilation of the large volume of silvicultural information which has become available during the past twenty years, much of which has not yet seen the light of day in published form. The following papers were prepared during the year—*The Silviculture of Lowland Dipterocarp Forest in Malaya* (in collaboration with A. B. Walton, now Conservator, North Borneo, and J. Wyatt-Smith, Forest Botanist); *Experience with Eucalyptus Species in Malaya*; *Investigation Scheme for Growth and Increment Studies in Johore Mangrove Forests* (with G. G. K. Setten, Forest Mensuration Officer) and *Experience with Exotic Tree Species in Malaya*.

### *Nursery*

The output of seedlings from the nursery was 16,941 of which 2,942 were despatched for planting elsewhere than at the Forest Research Institute plantations. Total nursery labour costs were \$2,890 (1,272 man days). Veneer tubes dipped in a preservative containing copper continue to give satisfactory service, and some in use and re-used for over a year are still sound though there is a small loss from the veneers splitting. Over 2,000 plants in veneer tubes were put out during the year and 1,338 out of 3,943 plants remaining in the nursery on 31st December, 1952, were tubed stock.

### *Mensuration Compilation of Growth Records*

The major task confronting the Mensuration section during the year was the compilation and analysis of existing data relating to the rate of growth of Malayan commercial trees species. Most of this data is contained in the records of permanent sample plots, the first of which were established in 1915. The first complete compilation of such data was carried out by Mr. J. P. Edwards in 1928 and was published as Malayan Forest Record No. 9 in 1930. Mr. C. C. L. Durant started a second compilation in 1940, but his work, together with all the details of Mr. Edwards' work, was destroyed in the Japanese invasion. However, due to the practice of having three separate copies of each sample plot record dispersed between the Forest Research Institute, State Headquarters and District Headquarters, copies of most of the actual records survived. Shortly after the war therefore, it was decided that a third compilation should be made, although due to the destruction of the details of previous compilations, this had to be undertaken *ab initio*. For a variety of reasons progress was not as fast as might be wished, but in the course of the year all

available data concerning the rate of growth of *Berus* [*Brugiera cylindrica* (L.) Bl.] was compiled and analysed. A local volume table for this species was also produced and detailed results are awaiting publication. A start was also made on the data relating to *chengal* (*Balanocarpus heimii* King). By the close of the year, data comprising 15,090 annual increments from 1,447 trees of this species has been compiled.

### *Botany*

Acquisitions to the herbarium during the year amounted to 1,503 (1,228), made up of 685 (841) collected by the Malayan Forest Department in Malaya, 112 (—) collected by the Malayan Forest Department in North Borneo, 103 (387) duplicates for identification from the North Borneo Forest Department, 108 (35) duplicates for identification from the Sarawak Forest Department, and 530 returned Malayan Forest Department duplicates from Imperial Forestry Institute, Oxford, of which the originals at Kepong had been destroyed during the war years 1942-45. These bring the total number in the herbarium to 41,826 (40,313), which is an increase for the first time over the 41,096 specimens present on the 1st January, 1941. The number of specimens destroyed during the 1942-45 war in Malaya was 9,002.

The Forest Botanist visited North Borneo in March to advise on the formation and lay-out of the new herbarium at Sandakan.

### *Entomology*

The existing collection of insects was augmented by the addition of tree pests as well as those attacking converted timber. Most of these insects have been specifically identified, some with the assistance of the Department of Agriculture, but there are a few whose specific identity is not yet known. The special entomological index cards, together with the host index cards, were kept up to date.

### *Timber Research*

After sundry delays and difficulties the transfer of all the equipment, stores and personnel from Sentul to the new laboratory at Kepong was completed, and at the end of the year all the machines, new and old, had been installed except those acquired for the investigation of the veneering and glueing of Malayan woods. The transfer inevitably caused some interruption in the normal programme of work and this was aggravated by the lack of a Timber Research Officer.

A few tests of the tensile strength absorption, and wet and dry density of local rotans were carried out with the object of determining whether this material could be successfully used as a substitute for steel in light reinforced concrete structures.



About 4,250 hand samples of the standard size,  $4'' \times 3'' \times \frac{3}{4}''$ , were cut. Some 1,700 of these samples were supplied to enquirers from many parts of the world and over 300 polished boxes of hand samples were sold. Sixteen polished panels  $8' \times 8'' \times 1\frac{1}{2}''$ , each of a different timber, some framed charts showing diagrammatically the relative strength of Malayan timbers, many boxes of samples and loose samples, together with descriptive pamphlets and trade leaflets were sent to the British Industries Fair. Thirty polished panels representing the common timbers of Malaya were sent to an exhibition in Ceylon. Exhibits were prepared for annual local agricultural shows. Seventy sets of a special school exhibit were completed and about 40 of these have been sold. The sets consist of ten polished panels of different woods, a polished box containing 28 different specimens of wood, charts illustrating the relative strength of the common timbers, photographs, and samples of jelutong, gutta-percha, damars and rotans. In addition there is a pamphlet describing the minor forest products, and another describing the 28 different woods included in the exhibit.

Three short logs, one each of Kempas, Keruing and Red Meranti, were sent to the Forest Products Laboratory at Melbourne for rotary veneer peeling and drying experiments. These were carried out under the supervision of Mr. K. Kumarasamy, a Technical Assistant from Malaya, who was undergoing a period of training in Australia. Samples from the boles and branches of Kempas, Keruing, Balau and Red Meranti were sent to Princes Risborough for an examination of their suitability for fibre-board manufacture, and five logs of Batai were sent to the Colonial Products Advisory Bureau for an investigation of the prospects of using this timber for paper pulp. As a result of an enquiry from a firm in Glasgow for suitable timbers for the manufacture of baskets and fruit packages, two short logs, one of White Meranti and one of Yellow Meranti, were sent for trial.

Two Trade Leaflets were issued, one on the properties of Penarahan, and the other on Durian and Bengang. Reports on Balau and Chengal and an interim report on Rubber wood were prepared. A large number of inquiries were received from within Malaya and overseas relating to the strength, seasoning, preservation, and general utilization of Malayan timbers, and to their suitability for specific purposes.

#### GENERAL

##### *F.A.O. Timber Grading School*

The Inaugural Session of the F.A.O. Forestry Commission for Asia and the Pacific held in Bangkok in 1950 accepted the offer of the United Kingdom to hold a Timber Grading School in Malaya under

the auspices of the Expanded Technical Assistance Programme. The School opened at Kepong on January 8th and closed at Singapore on February 23rd. It was a pronounced success and was attended by nineteen students from seven countries of the region, viz., Burma, Cambodia, Ceylon, Formosa, Indonesia, South Korea and Thailand.

#### *F.A.O. Forestry Commission for Asia and the Pacific*

At the invitation of the United Kingdom government the Second Session of the Commission took place in Malaya between 1st and 13th December and was attended by over 60 delegates from fourteen countries and about a dozen F.A.O. and other United Nations officials. The Conference was officially opened at Singapore on 1st December by H.E. the Governor of Singapore and held plenary sessions in that city until 5th December when the Conference moved to Kuala Lumpur. Delegates were welcomed to the Federal capital by H.E. the Officer Administering the Government, Sir Donald MacGillivray, K.C.M.G., M.B.E., at a special meeting held in the Council Chamber. Visits were paid to the Forest Research Institute and Timber Research Laboratory at Kepong and to the new Timber Depot and Impregnation Plant at Kuala Lumpur. An all-day excursion was made by motor launch through the Klang Mangrove Forest Reserves when delegates were able to study Malayan methods of mangrove management and silviculture. Judging from the closing speeches of delegates on the last day of the Session the meeting may be described as highly successful. The Federation of Malaya was honoured by the election of four of its officers as Chairman of the Commission, as First Vice-Chairman, as Chairman of the permanent Committee on Silviculture and as Chairman of the Working Party on Propaganda. A full report of the proceedings has been published elsewhere.

#### *The Sixth British Commonwealth Forestry Conference*

Malaya sent two representatives to this Conference, which was held in Canada during August and September. These Conferences are held at five yearly intervals and exercise a considerable influence on the development of forestry in the Commonwealth in two ways. Firstly, they provide temporary halting places at which the progress made during the previous five years and the current state of forestry in the various units of the Commonwealth can be assessed, and the path to be taken during the next quinquennium mapped out. Secondly, they enable forest officers from all parts of the Commonwealth, who, owing to the scattered nature of their work, normally know each other only by name, to meet and exchange ideas and discuss each other's problems. The official report of the proceedings will be published elsewhere.



## FINANCE

Revenue from all sources amounted to \$8,434,751 (\$6,501,013) which is the highest ever recorded. Expenditure, however, also increased to \$5,041,248 (\$2,377,334) giving a surplus of \$3,393,503 as compared with the record surplus of \$4,123,679 in 1951. Special expenditure on Federal projects, including the expansion of the forest school, the Kuala Lumpur timber depot, equipment for the Road Construction Unit and the Kepong building programme was over \$700,000 more than in 1951. Pay increases, resulting from the Benham report and including lump sum payments in respect of arrears, accounted for more than \$1½ million over and above the 1951 total. Royalty rates were increased during the year to bring them into line with current market prices of which they now represent approximately 10 per cent. *ad valorem*. In most States and Settlements, however, the new rates were not introduced until late in the year so that their effect will not be fully apparent until 1953.

The note of warning sounded in last year's report needs to be repeated. Unsettled conditions still prevented much silvicultural work from being undertaken and arrears of tending are still accumulating. It is absolutely essential in the interests of the future timber crop that this work be undertaken as soon as conditions permit.

## Part V

## GAME DEPARTMENT

## WILD LIFE CONSERVATION AND MANAGEMENT

The service for Wild Life Conservation and Management has improved slightly during the year owing to the release of two Senior Officers from Emergency duties.

The Governments of the States of Negri Sembilan, Selangor and Malacca having dispensed in 1951 with the services of a Game Warden have handed over the responsibilities of the respective State Departments to Honorary Deputy Game Wardens.

## KING GEORGE V NATIONAL PARK

The National Park has remained free from bandit attention and progress has been made as far as the limited funds available have permitted.

In addition to development work, several research expeditions have been undertaken within the National Park. These have produced interesting and valuable results as well as a number of interesting and useful specimens of the flora and fauna of the area.

Many specimens of the indigenous fishes of the Tembeling watershed have been obtained to augment the collection in the Raffles Museum, Singapore.

#### RESERVES AND SANCTUARIES

It has not yet been possible to make any attempt to re-open the Reserves temporarily abandoned owing to bandit activity.

#### LICENSING

There has been a slight increase in the amount of Big Game hunting during the year and deer hunters appear to have become active again after a period of quiescence. The issue of Game Bird Licences throughout the period has shown an appreciable increase.

#### POACHING

The steadily increasing number of firearms of all calibres and makes in the hands both of the Security Forces and of members of the public is having a very adverse effect upon the fauna of the country as a whole.

Poaching in all its forms is general.

#### CULTIVATION PROTECTION

The larger mammals, particularly elephant, are still very harassed by movements of Security Forces, bandits, airstrikes and high level bombing and tend to move to the comparatively peaceful areas adjacent to large estates where airstrikes and bombings are not so frequently undertaken. This leads at times to considerable damage to estate crops, if these are of a kind palatable to elephants. Difficulty is often experienced in driving them from such areas, and in these cases shooting has to be resorted to.

Protection against damage by other animals, both protected and non-protected, has, on the whole, been satisfactory in spite of the restrictions imposed by Security measures in many areas. Five hundred and twenty-seven calls for assistance in defence of life and property were received. Action was taken on 401 calls, but no action was possible on 126 calls owing to delayed information and other causes. Thirteen elephants, four tigers, 936 wild pigs, five deer, one seladang and 80 other animals were destroyed in defence of life and property.



## Part VI

## VETERINARY SERVICES

## LIVESTOCK CENSUS

There was a steady increase in the numbers of all classes of livestock during the year. This increase was largely attributable to the continuance in most States of the legislation forbidding the slaughter of female buffaloes, oxen, sheep, goats and young male cattle except with veterinary approval on the ground of their being unsuitable for breeding.

The livestock census figures for 1952 compared with 1951 and a reasonably typical pre-war year (1939) were as follows :

	1952.	1951.	1939.
Buffaloes :			
(a) Malayan Swamp ...	232,600	222,900	
(b) Indian Murrah ...	4,200	5,400	
	<hr/>	<hr/>	
	236,800	228,300	217,000
Oxen :			
(a) Agricultural and draught ...	207,000	194,200	
(b) Milking ...	57,800	54,600	
	<hr/>	<hr/>	
	264,800	248,800	287,700
Goats ...	271,200	251,800	300,000
Sheep ...	25,000	22,300	31,500
Swine ...	291,000	280,200	599,400
Equines ...	700	500	600

With the exception of a few Chinese-owned buffaloes kept for timber hauling, nearly all the swamp buffaloes are owned, usually in ones, twos or threes and seldom in herds, by Malay rice growers who use them for ploughing and manuring their rice fields, for giving meat and as a "peasant's purse". Only exceptionally are these animals milked. Their location therefore corresponds mainly with the rice growing areas of Kedah, Perlis, Kelantan, Trengganu and Malacca, for which habitat they are admirably suited. The curly-horned Indian Murrah buffaloes, on the other hand, are reared almost entirely by Sikhs as milch animals and consequently are mostly found in the region of the larger towns on the western side of the Peninsula.

During the Japanese occupation the buffalo population was severely depleted by slaughter but by careful conservation of breeding stock since the Liberation it has now steadily increased by some 66,000 head

to a point well above the pre-war figure. Some leeway, however, has still to be made in the case of oxen, which also suffered the ravages of the occupation.

Oxen classed as agricultural cattle, which are essentially ploughing and meat animals, are owned mainly by Malays and are distributed in approximately the same areas as the swamp buffaloes. Milking cattle are reared chiefly by Indian dairymen and labourers on estates.

Goats and sheep are bred essentially for meat by Malays and Tamils. The steady maintenance of live sheep imports from Australia has helped to forestall excessive demands on these animals for the fresh mutton markets and there has in consequence been a steady growth of the local goat and sheep population over the past six years. There is, however, plenty of scope in the country for greater interest in these valuable meat animals.

Pigs are kept almost exclusively by Chinese, usually as a subsidiary activity by market gardeners or by fishing communities along certain parts of the coast. A negligible few are reared by Tamil estate labourers and isolated Siamese villagers. The resettlement of Chinese squatters over the past two years has understandably had a depressant effect upon the pig industry. The result has been reflected chiefly in the diminished numbers available for export to Singapore. Nevertheless, the known figures of slaughter in the Federation suggest that the actual swine population is considerably higher than the census indicates. Many New Villages now provide facilities for pig rearing and the slight increase in the swine population during 1952 suggests that the position is on the mend. Considerable interest is shown in the use of improved European breeds for upgrading local herds.

Poultry are reared by all nationalities, usually as a "back-yard" industry, the potentialities for which are much greater than are at present being exploited. A few large poultry farms have recently come into being but not to the same extent as in Singapore. The poultry population in the Federation is impossible to obtain with accuracy but is estimated to be of the order of 10 to 12 million fowls and ducks.

Livestock by-products include (a) skins and hides, which are dried, salted and tanned locally or exported, and (b) milk and ghee. The total annual production of fresh cow and buffalo milk in the Federation is estimated to be approximately two million gallons.

#### VALUE OF LIVESTOCK

The price of local livestock was maintained at a high level throughout the year. Good Malayan swamp buffaloes were quoted at \$400 to \$500 per head, good milking Murrah buffaloes \$900 to \$1,000, milch cows



\$600 to \$700, and local sheep and goats \$1.65 per kati liveweight. There was a slight decrease in the price of slaughter pigs during the middle of the year but this rose again later; the average was about \$130 per pikul liveweight. Prices of chickens, ducks and eggs showed a very slight decrease over the previous year.

The total value of the domestic livestock in the Federation, based on average current market prices and having regard to the age, condition and geographical distribution of the stock is estimated at just over \$200,000,000.

#### IMPORTS, EXPORTS AND MEAT SUPPLIES

The Federation is still dependent on importations of slaughter cattle and sheep to meet its fresh beef and mutton requirements fully. Total importations, including both slaughter and breeding stock, were as follows :

From			Buffaloes.	Oxen.	Goats.	Sheep.	Swine.
Indonesia	...	...	4,483 <sup>s</sup>	6,501 <sup>s</sup>	488 <sup>s</sup>	—	14,099 <sup>s</sup>
„	...	...	—	12 <sup>b</sup>	—	—	—
Singapore	...	...	—	161 <sup>b</sup>	11 <sup>s</sup>	—	5,985 <sup>s</sup>
„	...	...	—	—	6 <sup>b</sup>	—	2 <sup>b</sup>
Australia	...	...	—	7 <sup>b</sup>	3 <sup>b</sup>	30,703 <sup>s</sup>	2 <sup>b</sup>
Pakistan	...	...	—	58 <sup>b</sup>	—	—	—
United Kingdom	...	...	—	—	7 <sup>b</sup>	—	9 <sup>b</sup>
Total 1952			4,483	6,739	515	30,703	20,097
Total 1951			5,615	9,155	1,226	30,660	4,934

Other animal importations included 110 horses, 332 dogs and 26 cats.

Exports of livestock from the Federation were relatively few and consisted only of 7,200 pigs, 357 goats, 14 oxen and 63 dogs. The traffic in pigs for slaughter in Singapore had almost ceased by the end of the year and had, in fact, started to flow in the reverse direction as the pig industry in the Colony improved, unimpeded as it is by the same obstacles that exist in the Federation by reason of the Emergency.

There is also a considerable movement of slaughter poultry between Singapore and the Federation but from the available figures it appears that imports (605,500 head) into the Federation exceeded exports (114,700 head) by nearly half a million birds, a strange situation in which a territory mainly urban in character is now supplying a rural one with what is essentially a rural product.

The extent to which the Federation relied upon its own resources for its fresh meat demands (not including chilled or frozen meats) is illustrated by the following table :

	Buffaloes.	Oxen.	Goats.	Sheep.	Swine.
Total known slaughter	21,193*	27,783*	45,903*	25,220*	505,655*
Imported into the Federation for slaughter	4,483	6,501	499	30,703	20,084
No. bred in the Federation, 1952 ...	16,710	21,282	45,404	—	485,571
No. bred in the Federation, 1951 ...	16,684	20,315	42,609	—	516,740

Allowing for the differences between the average carcase weights of imported and indigenous stock, it is estimated that the Federation supplied nearly 75 per cent. of the fresh beef consumed, 40 per cent. of its fresh sheep and goat mutton, and 96 per cent. of its fresh pork from its own resources.

Considerable quantities of chilled and frozen pork, beef and mutton (including a certain amount of mutton certified as having been slaughtered according to Islamic rites) are also imported, mainly from Australia, for local consumption.

#### LIVESTOCK IMPROVEMENT

With the object of upgrading local cattle, and particularly milking herds maintained by estate labourers and dairymen, 40 pure-bred Sindhi and Sahiwal cattle were imported from Pakistan at the end of 1950. Of these 20 cows and three bulls were retained at the Veterinary Department's station in Negri Sembilan as a foundation herd for the propagation of pure-bred stock, the remainder of the bulls being distributed to selected estates and veterinary centres. As this project gained in popularity and showed considerable promise of achieving its object it was decided to buy 50 more Sindhi bulls from Pakistan. These were obtained in December, 1952, and at the close of the year were undergoing quarantine in Penang and Johore Bahru. Eight Sindhi bulls were bought for the Sarawak Government at the same time. During the year the Department's stud bulls gave over 600 free services; this number will substantially increase with the distribution of the 50 new bulls.

\* These figures do not include a relatively large number slaughtered in kampongs, estates, etc., details of which are not obtainable in all States.



In order to reduce the propagation of low-grade stock by "scrub" bulls the execution of the Kelantan Selective Cattle Breeding Enactment, which permits the compulsory castration of such bulls, was vigorously pursued in that State. Regular visits were made to mukims and over 2,300 bulls were sterilised. This rudimentary principle of animal husbandry is now understood and welcomed by the raiats there. Some 700 bulls and 800 goats were also castrated in other States.

Work on the Department's two Animal Husbandry Stations at Seremban and Kluang continued steadily. At the former the Sindhi and Sahiwal pure-bred cows produced good crops of calves and at the end of the year the Station carried 36 Sindhis, 29 Sahiwals and 34 Sindhi-local cross-breds. All the stock was vaccinated against contagious abortion. The total milk production was 4,700 gallons.

The Kluang Station carried 383 buffaloes and 265 oxen at the close of the year; there was a total calf crop of 147 head. Much attention was paid to fenced rotational grazing and to the elimination of contagious abortion (*brucellosis*), a disease which has seriously interfered with the breeding programme, by the adoption of a policy for the disposal of positive reactors and the vaccination of non-reactors with *Strain 19* vaccine. Some trouble was encountered with calf mortality and debility and the eradication of noxious weeds from the pasture areas. Revenue totalled \$37,425 from the sale of 55 head of stock unsuitable for further breeding, 5,400 gallons of milk, and 480 lbs. of ghee.

The caponisation of poultry by the implantation of stilboestrol method is gaining in popularity with many Chinese poultry rearers and some 15,500 birds were so treated.

#### LIVESTOCK DISEASES AND VETERINARY RESEARCH

The country continued to remain free of the major cattle scourges of the tropics, and no case of rinderpest, foot-and-mouth disease, blackquarter or anthrax was detected. Relatively severe outbreaks of haemorrhagic septicaemia in buffaloes and oxen were responsible for the loss of 187 head in Kedah, 92 in Kelantan and 81 in Malacca. By the co-operative action of the penghulus and the prompt use of prophylactic serum and vaccine on 14,400 in-contact animals these outbreaks were, however, soon contained. In Malacca the loss of 54 pigs from *pastuerellosis* was also recorded but the disease was effectively checked with penicillin and sulphamezathine.

Thirteen outbreaks of swine erysipelas, a disease that has come into some prominence during the past two years, possibly by reason of

the closer concentration of pigs in New Villages, were recorded in Johore, Malacca and Pahang with a total mortality of 40 pigs. Specific anti-serum and penicillin are effective in checking losses.

On Penang Island an outbreak of a pig disease simulating swine fever necessitated the imposition of strict quarantine and controlled movement orders affecting some 3,000 pigs. The outbreak was stamped out by the slaughter of sick pigs, and by sanitary measures.

The policy of attacking liver-fluke disease by the routine dosing of animals with hexachloroethane in known fluke-infested areas, particularly in Malacca and Pahang, was continued. Some 4,000 buffaloes and 160 goats and sheep were treated free. Over 28,000 cattle, goats, sheep and poultry were also treated in all parts of the country with phenothiazine for other helminth parasites.

Contagious ecthyma in goats was encountered in a few areas. Use was made in Johore of a locally prepared vaccine, with apparent success, on over 600 goats.

Rabies continued to cause considerable concern in the Federation. This was intensified by the start in Kuala Lumpur during April of what is probably the sharpest outbreak ever recorded in Malaya. Rabies had not occurred in Kuala Lumpur for twenty-one years and in consequence a large and concentrated dog population (estimated at over 20,000, many of them ownerless strays) had grown up to provide a fertile field for the dissemination of the disease. "Muzzling orders" were immediately imposed and the destruction of uncontrolled and unlicensed dogs started. Legislation empowering house to house searches was introduced. This had an immediate salutary effect and the number of dogs licensed rose from 7,000 in April to over 17,000 in September. Prominent publicity was given to the outbreak by radio, rediffusion, and the press, by hand bills, posters, and films and through the Department of Information. Arrangements were made for the compulsory vaccination of all dogs with the Flury strain avianised anti-rabies vaccine, the latest type of vaccine to be developed. This was obtained by air from America and mass vaccination of dogs in the town was started in August. Thanks are due to the Selangor Turf Club for allowing their premises to be used as the static vaccination centre where the programme was expeditiously carried through. By this time the disease was spread outside the town limits and mobile vaccinating teams were sent to Klang, Port Swettenham, Batu Caves, Ampang, Sungei Besi, Petaling, Sungei Buloh, Jinjang, Salak South, Puchong, Rawang and several estates to create an immune belt. The response by the public was excellent and by the end of the year 17,900 dogs had been vaccinated in the infected areas. The incidence of



the disease thereupon showed a sharp decline from a peak of 33 cases in July to 27 in August, 13 in September, four in October, three in November and nil in December. When an estimated 80 per cent. of the dog population had been vaccinated the "muzzling orders" were rescinded and destruction was confined to unlicensed and unvaccinated dogs. Over twelve thousand dogs were destroyed in Selangor, 5,520 of them in Kuala Lumpur.

The disease was also prevalent in the northern States but in a much less intense form. Mass vaccination of dogs was started in the Perak towns of Ipoh, Taiping, Teluk Anson, Kampar and Temoh, using either nerve-tissue vaccine prepared in the Department's Veterinary Laboratory or imported avianised vaccine. By the end of the year 12,250 dogs were so vaccinated with good results. Ten thousand six hundred dogs were destroyed.

In view of the excellent results obtained in combating this disease by vaccination it has been decided to enforce it compulsorily, in combination with dog registration, in all rabies infected areas in the Federation during 1953, using the new avianised vaccine.

The species of animals affected and the distribution of the known positive rabies cases in the Federation were as follows :

			Dogs.	Cats.	Cattle.	Goats.	Total.
Perak	...	...	73	2	3	5	83
Selangor	...	...	105	3	4	—	112
Kedah	...	...	15	—	—	1	16
Perlis	...	...	3	—	—	1	4
Trengganu	...	...	1	—	—	—	1
Kelantan	...	...	1	—	—	—	1
Province Wellesley	...		1	—	—	—	1
			<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
			199	5	7	7	218
			<hr/>	<hr/>	<hr/>	<hr/>	<hr/>

Some 1,800 dogs were held under veterinary observation as rabies suspects and 53,000 dogs, most of them ownerless or uncontrolled, were destroyed by various means in all parts of the country. During the year 101,840\* dogs were registered.

Among other diseases encountered in dogs were trypanosomiasis (three cases), leptospirosis and distemper.

The free vaccination of poultry by the Veterinary Department against Ranikhet disease (Newcastle disease, fowl pest), the chief destructive epiornithic in Malaya, continued to gain in popularity

\* Details supplied by Postal Services Department and Municipalities

and heavy demands on the Department's time and resources were made for this service. During 1952 some 2,320,000 birds were vaccinated. The way in which this vaccine has caught on with poultry rearers since its introduction in 1947 is indicated by the following figures :

1947	...	...	...	85,350 birds vaccinated
1948	...	...	...	322,470        "
1949	...	...	...	558,290        "
1950	...	...	...	887,620        "
1951	...	...	...	1,599,400       "
1952	...	...	...	2,320,470       "

The fear of devastating losses to poultry flocks by this disease is now a thing of the past.

Other poultry diseases met with were fowl coryza and fowl pox. A vaccine against the latter is available locally.

The Veterinary Laboratory continued in its cramped and inadequate accommodation at Ipoh but the new Veterinary Research Institute will be ready early in 1953. The erection of this Institute, complete with ancillary buildings and staff quarters on thirty acres of land at Ipoh, and costing approximately £100,000, has been made possible by the grant of over £90,000 from Colonial Development and Welfare funds. The foundation stone of the new Institute was laid by H.H. the Sultan of Perak on the 16th October, 1952, in the presence of the Member for Agriculture and Forestry and other distinguished visitors.

The main work of the Veterinary Laboratory was directed towards the preparation of various vaccines. Nearly 7,200,000 doses of Ranikhet vaccine were prepared, sufficient to meet not only the Federation's requirements but also to supply 1,345,000 doses to Singapore and nearly 1,000,000 to Hong Kong, North Borneo, Sarawak and Brunei. Other work included the production of 13,800 doses of haemorrhagic septicaemia vaccine, 14,000 doses of nerve-tissue rabies vaccine, the conduct of 1,700 agglutination tests for *brucellosis*, and the potency testing of the imported rabies vaccine prior to its use in the mass vaccination of dogs in Selangor and Perak. Investigations were also carried out on the preparation of avianised rabies vaccine, and on *pasteurellosis* in pigs, *salmonellosis*, mastitis, and a disease of ducklings in Kelantan, among other items.

In June the Department enjoyed a valuable visit by Dr. A. Komarov, a veterinarian on the W.H.O. panel of rabies consultants, who came to advise on the use and preparation of avianised rabies vaccine.



## TRAINING

The policy of awarding scholarships to locally-born youths to train them for appointment to senior posts in the Veterinary Department was continued, and during the year eight scholars were in various stages of their training in the United Kingdom or Australia. One Federal scholar qualified in England in 1952 and stayed on to undertake a year's post-graduate work before returning to Malaya.

## Part VII

## GEOLOGICAL SURVEY

## DEVELOPMENT

Progress has been made in the scheme for the reorganization and expansion of departmental activities for which funds totalling £325,000 (\$2,785,714) have been granted under the Colonial Development and Welfare Act. The scheme provides for the construction of new headquarters, including offices, museum, chemical and geological laboratories and houses for staff. A very satisfactory site for the main buildings has already been obtained at Tiger Lane, in Ipoh.

During 1952 two new senior officers arrived one of whom had been appointed during 1951, and the other during 1952. Only a small proportion of the vacancies for junior staff could be filled owing to lack of applicants. The salaries of all additional posts under the expansion programme are being paid from Colonial Development and Welfare funds.

## GEOLOGICAL MAPPING

Areas likely to contain deposits of economic minerals, and those where the richer agricultural soils occur are revealed by the results of detailed geological mapping. Regional maps are compiled mainly from geological data, and these show, as accurately as present knowledge permits, zones of (a) mining land; (b) potential mining land; (c) possible mineral producing areas; and (d) areas not likely to be required for mining. They thus provide the best basis for a sound policy of land alienation. The regional map of Perak was revised and published during the year.

Emergency conditions hindered field work during 1952, but to a less extent than in 1951. Even so it was not possible to examine all those areas which, in normal times, would have been given priority as affording the best chances of containing mineral deposits.

Both reconnaissance and detailed field work have been carried out throughout the year in Central and Northern Trengganu, in North Kelantan, and in North Perak. The detailed mapping of the Kinta Valley area of Perak was continued, and information from mines and other exposures was recorded in the Kuala Lumpur area of Selangor.

#### MINERAL PROSPECTING

Close attention is being given to modern methods of geophysical prospecting, both aerial and terrestrial, and, where such methods can be applied and are justifiable, they will be used.

Records of prospecting carried out under prospecting licences and boring permits are filed at headquarters. These records now total 3,963 files, and include results mainly from 1920 onwards. Most of these are available to the public for reference, and copies of results of prospecting on State Land may be supplied to anyone. The results of prospecting on alienated land may be provided only for the owners.

#### ENGINEERING CONSULTATIONS

Upon numerous occasions the Geological Survey staff has been called on for advice in connexion with engineering problems, including the location of road metal quarries, the nature of bridge foundations, and the siting of an important dam. Reports on mining properties have been supplied to members of the mining community, and those interested in the marketing of mineral products have been furnished with the relative information.

#### IDENTIFICATION AND ANALYSIS OF SAMPLES AND SPECIMENS

A large number of specimens and samples of rocks and minerals for identification and analysis was received from other Government departments, from commercial firms, and from private persons. Among the samples submitted were several radioactive minerals for testing with the Geiger-Muller Counter. The amount of chemical work showed a striking increase (60 per cent. over 1951): it is now twice as great as it was before the war. The chemists have been kept very busy with commercial samples, the revenue from which again constitutes a record, so that few departmental analyses have been possible. The large number of bauxite, ilmenite, and columbite samples assayed, shows that the recently increased interest in these minerals is being maintained; markedly so in the case of columbite.

Many borehole specimens of rocks were identified for mining companies and for individual prospectors, and for engineers for purposes other than mining. Numerous collections of typical Malayan



rocks and minerals were supplied to schools for teaching purposes and to museums for display.

### PUBLICATIONS

A memoir (No. 6—new series) describing the geology and mineral resources of the Kuantan area of Pahang (sheets 3 D/1, 3 D/2 and the Pahang portions of 2 P/13 and 2 P/14) was published, complete with four coloured geological maps on the scale of one inch to one mile. Another memoir (No. 7—new series) covering the neighbourhood of Kuala Selangor and Rasa, Selangor (the Selangor portions of sheets 3 B/10 and 3 B/11) is still with the printers. Memoirs on the Bentong area of Pahang and on the Kinta area of Perak are in course of being edited. A paper entitled “Notes on the Iron-ore Deposits of the Federation of Malaya” was presented by the Director at the 19th session of the International Geological Congress held at Algiers during September : it was published later, incorporated in the Congress’s “Symposium Sur Le Fer”.

### TRAINING OF STAFF

The Annual departmental conference and tuition classes were held during November and December. Intensive courses of lectures and practical work, senior and junior, and an elementary geology course in Malay, were given over a period of three weeks, at the end of which examinations for promotion were held.

## Part VIII

### MINING

#### MINERAL RIGHTS AND ROYALTIES

The following remarks on land tenure take no account of minor differences between practices in the various States and Settlements forming the Federation of Malaya, but the general picture is sufficiently accurate.

Minerals are the property of the State and prospecting may only be done under a Licence or Permit, except that the holder of an agricultural title not in a Malay Reserve has the right to prospect his land and to allow others to do so. Mining may be done only on land leased for the purpose from the Ruler in Council, and the possession of agricultural or other surface rights gives no right to mine. Mining Leases are granted for any appropriate period up to 21 years, and the term may be extended.

Royalties on the production of coal and gold are paid to the States in which they are won. On all other minerals an Export Duty is paid, and paid usually to Federal and not to State revenue. The rate of Export Duty is 10 per cent. *ad valorem* unless otherwise specified, the principal exception being that on tin concentrates which in 1952 averaged about 15 per cent. of the value of the tin metal contained in the concentrates.

### TIN

At the end of the year this employed 87 per cent. of the labour and 93 per cent. of the power engaged in mining. The 1952 output of concentrates, with a tin content of 56,838 tons and a value of approximately \$460 million, shows a decrease of 329 tons on the 1951 figure which was itself 370 tons less than the production of 57,537 tons in 1950. This last figure is the culmination of a steady rise since the first post-war year, 1946, when 8,432 tons were produced, and it may be compared with the record of 80,651 tons produced in 1940.

The 1952 production was obtained 52 per cent. by dredging, 38 per cent. by gravel-pumping, 4 per cent. by underground mining and 6 per cent. by other methods. 61.2 per cent. of the total came from European mines and 38.8 per cent. from Chinese mines and other sources. At the end of December the mines working were : Dredges 80, gravel-pumps 552, underground 11, others 63. Total 706 mines producing tin.

The Singapore tin price during the year averaged \$480 per pikul (£940 per ton), compared with \$527 per pikul (£1,033 per ton) in 1951. This decrease in price entailed a decrease in Export Duty of \$5.64 per pikul of tin concentrates, equal to \$126 per ton of tin metal. Duty totalled \$68,553,218.

The slight decrease in production noted earlier cannot be attributed to the fall in the tin price since, compared with 1951, more dredges produced less concentrates and fewer gravel-pumps produced more.

Since the imposition of Income Tax there has been a gradual change in the financial organisation of the mining industry. Formerly it could be said that practically all Registered Companies were European-managed and that Chinese mines were "Kongsis", or partnerships. Now an increasing number of Chinese mines is owned by Companies, with the same Shareholders as the former Kongsis.

Adverse factors affecting tin mines included Communist attacks, which caused damage on 98 occasions and the loss of 21 lives, though the tempo decreased very noticeably during the second half of the year. Labour unrest was negligible, but there was a shortage of labour and



a large proportion of those employed was women and elderly men; however the supply of labour showed signs of improvement towards the end of the year when the price of rubber fell. Electric power was short in Selangor and Negri Sembilan owing to insufficient generating capacity at the Bungsar power station.

Tin production is only at about 70 per cent. of the unrestricted pre-war level, and for three years it has been almost static. There would almost certainly have been a slight increase during the last two years had it not been for the Emergency, but no substantial increase will be possible until a few years after the country is sufficiently peaceful to allow widespread prospecting. For various reasons there has been little prospecting for tin for nearly 25 years, and mining land is very short.

#### COAL

The only coal-field in Malaya is at Batu Arang. In 1952 the output totalled 314,922 tons, 154,385 tons being produced from open-cast and 160,537 tons being produced from underground mines. Of this, 24,565 tons were consumed by the collieries. The amount available for industry was therefore 290,357 tons which was sold for \$30 a ton, giving a total value of \$8,710,710. This carried a royalty of 25 cents a ton, producing \$72,589 for State revenue.

Production is very far below potential consumption, and the shortage is made up by imported fuel oil and by some coal from Sumatra. The present shortage is caused partly by lack of underground labour and by the very low output per man-shift in spite of extensive mechanisation, and it is also caused by the fact that in the open-cast mine at present being worked it is necessary to shift about ten cubic yards of shale for every cubic yard of coal won.

#### GOLD

The total production in 1952 was 19,806 oz. Troy raw gold, an increase of 2,788 oz. over the 1951 figure. Of this total 2,070 oz. were produced by various small mines, often as a by-product of tin mining, and the balance of 17,736 oz. was produced by Raub Australian Gold Mines Limited in Pahang.

#### IRON

The mine at Bukit Besi, Dungun, in Trengganu, was in full operation during the year and produced 1,054,032 tons of ore, all of which was shipped to Japan except for 150,000 tons which went to Europe. The precise value of the iron ore is not yet known, but it seems likely that the Export Duty on it will total about \$1,900,000.

## ALUMINIUM

Mining of the ore of this metal, Bauxite, started in 1952 for the first time since the war at Telok Ramunia on the coast of South-east Johore where Ramunia Bauxite Limited, a locally registered Company, produced 21,796 tons. Of this production only 6,500 tons had been exported by the end of the year though exports from old stock piles elsewhere totalled 20,811 tons, giving a total export of 27,311 tons valued at \$629,642.

## TUNGSTEN

The production of Scheelite was 24 tons and of Wolfram 44 tons, both being obtained mainly as by-products or from the re-treatment of old dumps.

It was impossible for security reasons to work any of the mines which can produce an appreciable tonnage.

## TITANIUM (ILMENITE OR "AMANG")

"Amang" is the term used in Malaya for heavy minerals associated with alluvial tin concentrates, the chief constituent being Ilmenite. Amang can be treated by magnetic separators for the production of a saleable grade of Ilmenite, but recently treatment by high-tension electrical methods in addition has been introduced, with the result that a clean separation of Monazite, Zircon, etc., can also be effected.

During 1952 exports of Ilmenite totalled 21,698 tons.

## CHINA CLAY OR KAOLIN

This is worked on a very small scale in Perak and Selangor, and is mainly consumed in Malaya by the rubber industry. The total production was 1,120 tons; exports were 261 tons valued at \$10,930.

## COLUMBIUM

The mineral Columbite has been recovered to the extent of 47 tons as a by-product of tin mining in the Semeling area of Kedah.

Exports were 55 tons valued at \$471,825, carrying an Export Duty of ten per cent. and therefore yielding \$47,182.

Columbite appears to be widely distributed in very small amounts in tin concentrates and is not normally detected in them. However, the smelting process concentrates the Columbite in the slags which may become a saleable product, and buyers in the U.S.A. have lately shown great interest in the smelters' slags.



## Part IX

### RURAL AND INDUSTRIAL DEVELOPMENT

#### INTRODUCTION

The Rural and Industrial Development Authority was set up in August, 1950, and its aims and purposes were approved by the Federal Legislative Council in Paper No. 10 of 1951, dated 21st March, 1951. Since that time the Authority has expanded very considerably and is expanding rapidly at the time of this report. The basic purpose of the Authority is to provide means whereby the rural population, who are unable to help themselves socially and economically by reason of poverty or other reasons, will be given assistance in promoting their social and economic life.

In order to do this, the Authority was set up with a central staff and with Development Officers in each State and Settlement. The Development Officers have under them Assistant Rural Development Officers who live amongst the people and who are trained to advise them and to prepare any applications for assistance which they wish to put forward. Each State and Settlement has a series of Boards to prepare schemes and projects for which the Authority is asked to provide funds. The Boards are: the Mukim Development Board (usually combined with the Mukim Council); the District Development Board (not always necessary in small States); and the State Development Board of which the State Development Officer is Secretary and from which recommendations go to the central Authority for approval.

Since the inception of the Authority, emphasis has always been laid on two points. The first is that as far as possible all projects and schemes shall have an element of self-help. The second is that all projects and schemes should originate from the people themselves. These two points have been successfully applied, and the knowledge of the work of the Authority is spreading to the remotest kampongs of the Federation. The object is to enable people to learn to stand on their own feet both economically and socially. In fact, R.I.D.A. might be described both as a catalyst and as a means of providing funds in cases which banks and other sources of loans would not consider.

#### STAFF

In common with other Government Departments, the lack of trained staff has hampered the rate of expansion of the Authority, but this is gradually improving.

## GENERAL

The work of R.I.D.A. is concerned particularly with the following matters:

Padi Areas.	Transport.
Rubber Smallholdings.	Communications.
Fisheries.	Water Supplies.
Animal Husbandry.	Schools and Training Courses.
Industries derived from	Community Centres.
Coconuts.	Other Amenities and
Industry.	Improvements.

The allocation of \$5,000,000 made for 1952 was spent on projects and schemes connected with these matters. Typical examples, one from each of the headings above, are appended:

(a) *Padi Areas*

Planters have been assisted by:

- (i) Tractor Projects throughout the Federation for the preparation and upkeep of padi areas. (There were 44 tractors in use in 1952).
- (ii) A loan to fight the *Padi Kuncha* system in Perlis. The *Padi Kuncha* system is a means whereby, before the padi harvest, a padi planter will be loaned, say, \$30 to \$40 against security of an agreed amount of padi to be given to the lender at the time of the harvest. The padi at the time of the harvest is usually worth between 100 and 300 per cent. more than the loan made before the harvest. In order to fight this iniquitous system, the Authority loaned \$500,000 to the Federation of Rural Co-operative Societies, Perlis, Limited, to be used for advances to the padi planters. In previous years a similar type of loan was repaid in full with interest at 4 per cent. well before it fell due.

(b) *Rubber Smallholdings*

One of the most important aspects of the rubber industry is the production of good quality rubber by the smallholders not only because the international market demands it, but because it gives a stable economy to the smallholders. In order to encourage them the Authority is erecting, at Grisek in Johore, a factory which will cost in the region of \$360,000 and will eventually be taken over by the local smallholders themselves. It is proposed to erect factories of a similar nature in other States and Settlements.



(c) *Fisheries*

The fishing industry has suffered for some time from lack of modern craft and methods, e.g. fishermen on the East Coast still depend on wind and weather which quite often prevent them from going to sea. The Authority, therefore, is attacking the problem in several ways. The first is by introducing powered craft for deep sea fishing where the better fishing grounds are; the second is in training Malay fishermen in modern methods of fishing, such as the long lining method; and the third is by providing capital to fishing co-operative societies and to individual groups of fishermen. Successful loans in the region of \$20,000 to \$30,000 were made during the year, and at the present time the training of Malays in helmsmanship and maintenance of modern engines is proceeding in Penang. In addition to deep sea fishing, the Authority has loaned money for fish ponds a project which has proved very popular with the rural population.

(d) *Animal Husbandry*

The Authority is anxious to improve all types of animal husbandry in the Federation and, in order to do so, works in conjunction with the Veterinary authorities. One example of this was a loan to the State Agricultural Officer, Selangor, for the commercial production of 3-month old Rhode Island Red chickens for sale to the public. This particular bird is a proved table-bird and egg-layer in Malaya, and there is a constantly unsatisfied demand for both chicks and adults. The project is proceeding very successfully.

(e) *Industries derived from Coconuts*

The Authority has made a loan to the Kanchong Darat Co-operative Oil Mill and is interested in setting up desiccated coconut factories on the lines of those erected in Ceylon.

(f) *Industry*

The Authority has lent money to a very varied number of industries ranging from saw mills to firewood business, to cement and tile manufacture and also to such things as the Kelantan Malay Arts and Crafts Society. One example is the loan of \$20,000 to a furniture manufacturer in Kota Bharu to enable him to expand his business and to provide much needed furniture for the trade.

(g) *Transport*

During 1952 no specific projects were authorised by the Authority, and discussions were held with the Road Transport Department on the question of the issue of haulage licences of various types to societies assisted by the Authority.

(h) *Communication*

The Authority has provided a road maintenance unit in Perak for the construction of light roads between kampongs and the main road and between kampongs and their food growing areas. These roads have proved a great boon since they are not part of the Public Works Department's programme and the people themselves have assisted very greatly in their construction. In fact, if the people want a road of this nature and it is within the powers of the Authority to provide it, it is provided. In addition to roads, there has been the scheme for the use of the Daisha in the padi growing areas of Selangor known as Tanjong Karang. The Daisha is a light railway system which has been laid to enable the padi planters to bring their padi to mill at a less cost than previously.

(i) *Water Supplies*

The Authority under its directive has assisted State and Settlement Governments to a very large degree in the provision of water supplies, ranging from wells to minor pumped supplies, and towards the end of 1952 branched out to the provision of really large supplies such as that at Kuala Kedah, for which a provision of \$127,000 has been noted; at Sik, for which \$44,000 has been allocated; at Anak Bukit West in Kedah, for which a provision of \$180,000 has been made.

(j) *Schools and Training Courses*

In order that the rural population shall be able to make the best use of the facilities which the Authority can provide, it was early recognised that training should play a very large part in the work of the Authority, and there have been set up centres for the training of Ketua<sup>2</sup> Kampong, for the training of Malay women, and for the training of tractor operators. A boat building yard is being constructed in Trengganu where apprentices in the boat building trade will be trained. In addition, schemes are in being for the training of blacksmiths, carpenters and bricklayers, and for the training of Malay youths in commercial subjects.

(k) *Community Centres*

In many remote parts of the Federation there has been a great lack of meeting places in which the community could meet to discuss matters of local interest, to see cinema shows, or to hear talks, read or play games. To improve that position the Authority, through the State and Settlement Development Boards, has provided a very large number of community centres. For example, there are now over 70 in the State of Pahang alone. These centres vary in type from the small



infrequently used centre to the large and well fitted type suitable to a bigger population. The intention is to make all centres as attractive as possible and to provide amenities such as food and drinks, Billiard tables, reading matter and so on.

*(l) Other Amenities and Improvements*

The directive of the Authority is very wide and in addition to the matters mentioned in the preceding paragraphs the Authority has provided funds for the creation of markets, for the improvement of drainage, for such things as an electric fence to prevent grazing cattle from straying, for water-powered rice mills, for navigation lights, for the purchase of taxis, and in numerous other ways which were of benefit in raising either the economic or social standing of the very poor rural population.

#### RELATIONS WITH DEPARTMENTS

Although the Authority is a new conception, it works with and through other Government Departments, and particularly the Co-operative Department, whose aims and objects are closely allied to those of the Authority. In no sense has there been any attempt to take over the functions of any Department: in fact, the Authority refuses to touch projects and schemes which rightly belong to other phases of Government. It does endeavour, however, wherever there is a need which falls within its directive, or which, for good and sufficient reasons, cannot be met by the Department properly concerned. Results have shown that the Authority is beginning to achieve the purpose for which it was set up: its practical approach and its ability to provide funds rapidly, are proving to be exactly what is required by the remote rural people.

## Chapter VII

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### SOCIAL SERVICES

#### Part I

#### EDUCATION

##### GENERAL

1952 was a year not only of consolidation of achievement but of distinct advance in education in the Federation. Neither achievement nor advance, however, should be measured merely in terms of increased school enrolments. With great expansion of any social service it is not unusual to find some falling off in quality. In the field of education this is particularly true when unusually large numbers of teachers have to be recruited to meet phenomenal increases in the numbers of pupils. There has, however, been no noticeable decline in the quality of trained teachers for most of the well established types of schools, though the disproportionate numbers of new untrained teachers have created a dangerous dilution of school staffs. To counteract this threat intensive training courses for teachers have been organized by Federal and State and Settlement authorities in addition to the usual teacher-training courses.

The extent, if not the nature, of the problem is indicated by the increase in enrolments from less than 270,000 children in 1946, to 720,000 in 1952, with the consequent expansion of the profession from some 8,000 to 22,000 teachers.

While this is an index of the rapidly growing and consistent concern of parents of all races for the welfare of their children, and is a measure of the success of the administration and other agencies in meeting popular demand, there still remains an estimated 300,000 children of primary school age who either have not been admitted to school or have received less than the full six-year course of primary education. One region reports that of the 14,000 children not in school hardly any of them are non-Malays. It is true that this is a typically Malay area. It is true also that the lack of education facilities is greatest in rural and out-of-the-way places, where the scattered nature of the population, the poor means of communication, and the unwillingness of teachers to submit themselves to even temporary exile do not make for obvious, easy or inexpensive solutions of the problem.



Nevertheless judged merely as a modest victory over professional, administrative and financial difficulties, in a period of great social stress and strain, the present position of education in the Federation, while certainly not one meriting complacency, is not entirely unencouraging.

That complacency was not the order of the day in 1952 was indicated by the unanimous acceptance by the Federal Legislative Council in November of the Report of the Special Committee set up in September, 1951, as well as of its attendant Education Ordinance. This enlightened and far-reaching instrument of legislation, designed to give new force and direction to education in the Federation, covers all aspects of educational policy and legislates for free and compulsory primary education for children of all races. In the National Schools Malay and English will be the languages of instruction with Chinese and Tamil taught as subjects if there should be sufficient children of these races whose parents wish them to be instructed in these languages.

A great part of the credit for guiding the Education Ordinance to its final approval by the Legislative Council and by the country at large was due to the well-directed endeavours of the Hon'ble the Dato' E. E. C. Thuraisingham, D.P.M.J., C.B.E., J.P., the Member for Education.

The Malayan Teachers' Training College at Kirkby, Lancashire, continues to maintain the great interest it has aroused among educationists and others in the United Kingdom and elsewhere. At present there are 299 students in residence, the reports of whose academic and professional progress are consistently satisfactory. But of at least equal importance is the great acclaim they receive wherever they go as youthful ambassadors of good-will from the Federation. Not a little of the success of this bold venture is due to the sympathetic understanding of its aims by the Principal and Vice-Principal of the College.

The States and Settlements continued their now established practice of sending promising young men and women to Universities and institutions of higher learning and professional training overseas and in Malaya.

The tables below give the history of major Scholarships awards since 1946, as well as the cost to government.

#### A.—MALAYS

	1946.	1947.	1948.	1949.	1950.	1951.	1952.
Federal Government	... 25	20	26	32	30	16	81
States ...	... —	3	2	15	27	32	22
Settlements ...	... —	—	—	—	—	1	—
	<hr/> 25	<hr/> 23	<hr/> 28	<hr/> 47	<hr/> 57	<hr/> 49	<hr/> 103

## B.—NON-MALAYS

	1946.	1947.	1948.	1949.	1950.	1951.	1952.
Federal Government	68	100	40	30	42	60	100
States	—	1	3	4	5	28	21
Settlements	—	—	—	—	8	19	15
	<u>68</u>	<u>101</u>	<u>43</u>	<u>34</u>	<u>55</u>	<u>107</u>	<u>136</u>

## C.—TOTAL SUM EXPENDED EACH YEAR ON HIGHER SCHOLARSHIPS

	1946.	1947.	1948.	1949.
	\$ c.	\$ c.	\$ c.	\$ c.
A. Federal Government	12,156.85	380,488.69	316,003.86	405,857.45
B. States	—	112,938.99	253,141.39	188,257.02
C. Settlements	—	—	—	—
	<u>12,156.85</u>	<u>493,427.68</u>	<u>569,145.25</u>	<u>594,114.47</u>

	1950.	1951.	1952.
	\$ c.	\$ c.	\$ c.
A. Federal Government	484,445.06	569,103.91	565,401.90
B. States	206,858.96	302,844.56	303,174.54
C. Settlements	4,000.00	18,627.97	48,142.06
	<u>695,304.02</u>	<u>890,576.44</u>	<u>916,718.50</u>

On May 12th a Federal institution, the first of its kind in Malaya, was opened in Green Lane, Penang, for the full-time training of teachers in Chinese Schools. This training school not only gives theoretical and practical instruction to 148 students, but organises its own Junior Middle School section from whom will be drawn in their turn the students in training. Both the Chinese and the English languages are used throughout this school.

Between December, 1951 and December, 1952, there was an overall increase in School enrolments of 67,298 children. This increased number was provided for by new buildings, or by extensions to existing buildings or was accommodated in afternoon classes. The additional buildings did not meet the demand, but represented the building capacity of the Public Works Department, the financial limitations of missionary and other public bodies as well as the availability of teachers.

Though teachers for these additional children were not easy to find, the future prospect is not one of unrelieved gloom. As the number of candidates for the School Certificate examination increases from year to year the number of potential teachers increases also, though by no means *pro rata* with the increase in the number of candidates. In 1951, 2,248 entered for the School Certificate examination: in 1952, there



were 2,426, of whom 1,772 obtained passes. A pleasing feature was the substantial increase in the number of successful Malay candidates. In 1951, there were only 232, but in 1952 this figure rose to 400, and is a clear sign of changing times. More and more the Malays are realising that the way to equality of reward is through equality of effort.

For the first time in the history of education in this country pupils from the English schools were entered for the Cambridge Oversea Higher School Certificate Examination. The results were good for a first attempt. Nine candidates sat for the complete certificate and three were successful. Of the 139 who entered for one or more subjects, 138 obtained passes at either the Principal or Subsidiary level.

In the new villages one of the main problems has been to give schooling to the children which will prevent their isolation from their contemporaries in the more settled and long established schools. The rapid establishment and consequently the rapid staffing of these schools tended to reduce standards, but this has been offset to some extent by the organisation of special intensive training courses for them, both at a Federal and at State level. There are now some 1,500 teachers and 47,000 children in these schools of whom some 2,000 pay no school fees. It is a heartening sight to see the school children in these New Villages—many of whom in their poor isolated and scattered condition had received no education before and for the most part had not much hope of it—enjoying with the same enthusiasm as children in other schools the pursuits proper to their age, not only in the classroom but in their out-of-school activities. Scouts, cubs, guides, and team games play no small part in their general education. Due credit must be given to various organisations which have contributed greatly to preventing these schools from becoming educational enclaves isolated from the general run of schools in the Federation.

Chinese schools, too, which have grown up insulated from other types of schools have received particular attention during the year. The important questions of syllabuses and text-books, long ago inherited from China, have been vigorously and successfully tackled by the General Chinese Text-book Committee and the Chinese Teachers' Text-book Advisory Committee which were set up in April and have met at monthly intervals throughout the year. These two committees have produced new syllabuses for the main school subjects, relating them more closely with a Malayan background and aiming at achieving a basic common content with the syllabuses in other schools. The Department of Education is appreciative of the hard work put in and the time so freely given by the Chinese teachers who are members of these committees. Indeed without their co-operation this work would not have been possible.

As expected, Dr. Frank Laubach, returned to the Federation in May and inspired a campaign for literacy especially among the Malays. The Adult Education Association, inaugurated on 1st July, 1951 pursued with vigour its objective of bringing the illiterate and the half-literate into contact with the wider world of letters. Indeed, when it is considered that in a few months 34,000 students were enrolled in various kinds of classes, it is not to be wondered at that sometimes enthusiasm transcended the capacity of the administrative machine. The Adult Education Association, however, is harnessing its energies and disciplining its forces for the continued drive towards complete literacy of the adult masses.

Mention must be made of the brutal and senseless murder in February of Mr. David Cheng, Headmaster of the Chung Ling High School, Penang. He was a man of great moral courage and outstanding personality. His acumen and independence of judgment will long be missed in educational circles in this country.

#### VERNACULAR SCHOOLS

##### *The Malay Schools*

These schools have always been free and open to children of all races since they were founded at the beginning of the 19th century. As the medium of instruction has been, until recently, entirely in the Malay language they have not attracted, save in rare instances, children of other races. Penang and Malacca saw the first of these schools which give a primary education designed for children of the 6-12 years age group. Hitherto only a few Std. VII classes have existed, but 1,085 pupils took the Federal Std. VII examination in 1952.

Since 1951, 227 new Malay schools have been built and there are now 1,931 schools of this kind throughout the Federation with an enrolment of more than 305,000 children and an establishment of some 10,500 teachers.

The limited amount of labour and material available for building programmes and the inaccessibility of many areas populated by Malays, continue to throw a heavy burden on the kampong folk. It is heartening, however, to read a report from one region where an entire village turned out to manhandle the building materials they had ordered from a contractor over five miles of jungle path.

The ra'ayat schools built and supported by kampong people are clear symbols of the determination of the Malays to see that their language and literature as well as other elements of learning shall not be neglected even in the remotest corners of the Federation.



To meet the demand for new teachers, generated by increased enrolments, it has been necessary to continue to recruit large numbers of young persons, quite untrained, of whom only a small number can be admitted, after examination and interview, to the Sultan Idris Training College or the Malay Women's Training College. The remainder are trained in week-end classes over a period of three years.

It is clear that the Malay school cannot substantially alter its nature so long as the overwhelming majority of its staff are recruited after only 6 or 7 years education, to become teachers in the same sort of school as that in which they were pupils. The Malay-medium National School, provided for in the Education Ordinance, offers a ray of hope but care must be taken to ensure that this new type of school is not just a repaint of the present type of Malay School. There is, however, a steady increase in the number of teachers of English in Malay Schools though of necessity this innovation affects schools more effectively near the larger centres of population than in the rural areas.

### *The Chinese Schools*

This year has witnessed the beginnings of a great change in the Chinese Primary Schools. Early in 1952, government proposed a new salary grant-in-aid scheme for teachers in these schools. General acceptance of it came late in 1952. It came the hard way, in the cut and thrust of free discussion, by long negotiation and the gradual dissolution of suspicion. As a result of all this, the Chinese Teachers' Associations, the managers of Chinese Schools and the Education Department have a much better understanding of each other than they had before.

The teachers in Chinese Schools have always been insecure as wage-earners in this country, with the inevitable shifts and straits and lack of professional dignity and social status which attaches to poor itinerants, packing up bag and baggage for the annual mass migration to new jobs in other schools, situated anywhere in the Federation or the Colony of Singapore.

Not only has this meant a low professional status, with all the attendant social dangers inherent in a discontented intelligentsia, but it has kept wide the gap, and emphasized the disparity, between teachers in Chinese Schools and their colleagues in other kinds of schools.

This problem in social and professional relations is on its way to being solved by the acceptance by some 75 per cent. of the Chinese Primary Schools of a scheme which will provide security of tenure and regularity of promotion similar to those which have long obtained in other kinds of aided-schools in the Federation. School fees will be





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D.S.O., A.D.C., High Commissioner of the Federation of Malaya





The vehicles of the Federation of Malaya Armoured Corps—and its men





considerably lower, and government will pay the difference between these fees and the salaries of the teachers as well as the full cost of all increments. In assessing salaries due regard has been given to length of approved teaching service and qualifications.

In January, 1952, there were 231,889 children in Chinese Schools. In March, enrolments reached a peak figure of 247,103, thereafter declining to 229,595 in December. Compared with December, 1951, this represents an increase of 31,576 children. Approximately 90 per cent. of the children enrolled are in registered schools.

A steady trickle of pupils from the Chinese Middle Schools obtain admission to English schools and their scholastic results in their new environment are by no means unencouraging.

Malay is now taught in 408 schools, compared with 268 in 1951. The study of English has everywhere been welcomed and there are now 1,168 teachers of English in the Chinese Schools. If many more teachers of English were available, they would be readily absorbed. The standard of spoken English still leaves much to be desired, but this is to be expected when English still occupies a relatively small part of the time-table.

The Malayan Chinese Association and other voluntary bodies continue to contribute generously towards the erection and maintenance of school buildings, both in the New Villages and elsewhere. Large schools were built by public effort in many parts of the country, including the Chung Hwa School, Labis; the Ai Chun School, Batu Pahat; the Chung Hwa High School, Seremban and the New Village School at Jinjang to mention only some.

It has already been said that the main problem of the New Village Schools is to prevent them from becoming self-centred and isolated entities. There is also the attendant problem of fostering and maintaining academic standards so that the children of these villages may emerge from their schools not inferior to their contemporaries who have attended other sorts of schools. With this end in view the teaching of English and Malay has been extended to most of the 232 schools now functioning in the New Villages.

### *The Indian Schools*

The Indian Schools are of four types: Government Schools, Estate Schools, Committee Schools and Mission Schools. Most of them are mixed schools though a few schools for girls only are run by the Catholic Missions. Tamil is the medium of instruction in most of the schools though there are a few which use Telugu, Malayalam, Punjabi, Gujerati, Hindi or Gurkhali.



The enrolment in the Indian Vernacular schools improved from 37,164 in 1951 to 38,975 in 1952, an increase of 1,811. This improvement is attributable to the return of labourers with their families from small holdings where the conditions, attractive in 1951, became less attractive in 1952.

Estate schools were about 80 per cent. of the total number of the Indian Vernacular schools. In urban areas English and Malay are taught in an increasing number of schools, the limitation being the availability of teachers, especially teachers of English.

Tamil Schools, both Government and Committee, are crowded and some of them run two sessions, but many estate schools are in a position to take in more children without having to increase the floor space.

Progress in Physical Education was satisfactory. Sports meetings on a district level are common to all States and Settlements, and were organised on State level in Perak.

A week's art course was conducted by the Art Superintendent at Kuala Lumpur for a group of selected Selangor teachers with good results. As in previous years Teachers' Unions and Associations did good work.

### *English Schools*

The total enrolment in the 142 primary and secondary Government and Government-Aided English Schools on 30th September was 55,464 boys and 33,108 girls, compared with 50,296 boys and 30,159 girls in 1951. In Private English Schools there were 26,312 boys and 8,140 girls compared with 23,184 boys and 6,904 girls in 1951.

The increase in enrolment in English schools was, as in the Chinese and Malay schools, large but not unexpected. It was still the general practice to admit children of seven years of age to the Primary I classes in preference to the six-year olds. The increase of 4,364 children in the enrolments of the Private Schools, however, is of even greater significance, because the majority of these are children who could not be admitted to the Government or Government-Aided English Schools, and the 34,500 children who attend these Private Schools do not do so from preference. Private Schools are not so well equipped or so well-staffed as are Government and Government-Aided Schools. School fees, which have to meet salaries, maintenance, equipment and all other charges, are of necessity much higher than in schools maintained or subsidized by Government.

One hundred and sixty-seven new class-rooms were added to old schools and 19 new schools were opened in various parts of the Federation including Sabak Bernam, Baling, Kulim, Kota Tinggi, Bagan

Serai, Lenggong, Utan Melintang, Ipoh, Parit Buntar, Kuala Pilah and Jelebu. In addition to the science facilities existing in 1951, 17 new laboratories were added in 1952.

A most interesting and significant feature of this extension of English School education is its spread into rural places. This movement is not only the result of government policy but also of a growing demand in the periphery areas for a fair share of what is generally considered to be the best form of education in the Federation. As this demand will continue with an increasing momentum in areas which are predominantly populated by Malays, it will not be out of place here to mention that of the 3,030 teachers in Government and Aided English Schools, only 185 are Malays, while 1,396 are Chinese, 894 are Indians, 307 are Eurasians and 147 are British.

In 1951 there were 18,454 Malays in Government and Aided English Schools, and in 1952, there were 21,223. This increase is an encouraging sign of the continuing awareness of Malay parents that to prepare their children for a place among the leaders and the intelligentsia of the Federation they must send them to the English Schools. Chinese children in Government and Government-Aided English Schools numbered 45,302; Indian children 19,177; Eurasian, European and other children 2,870.

Considerable extensions were made to the Malay College at Kuala Kangsar. The enrolment rose from 310 in September, 1951, to 352 in September, 1952, and the number of post-school certificate pupils rose from 18 to 37 in the same period. The Malay Girls' College, Kuala Lumpur, merely maintained its enrolment as no extensions were possible to the present buildings. The emphasis on Domestic Science was increased, and an accelerated programme of study was encouraged for promising pupils. Three candidates were presented for the School Certificate Examination all of whom were successful, two gaining Grade I Certificates.

In December, 1952, 2,398 candidates from Government and Aided Schools (1,837 boys and 561 girls) sat for the Cambridge School Certificate Examination, of whom 1,757 (1,329 boys and 428 girls) were successful.

## TECHNICAL TRAINING

### *Junior Technical (Trade) Schools*

There are four of these schools in the Federation of Malaya and one Government Technifactory in Kuala Lumpur which specialises in



Cabinet-making. The subjects taught and the enrolments are shown in the following tables:

Courses.	Penang.	Ipoh.	Kuala Lumpur.	Johore Bahru.	Techni-factory.	Total	
						1951.	1952.
Machine Shop Practice	100	100	157	51	—	356	408
Electrical Installation ...	17	13	30	—	—	59	60
Carpentry and Building	—	—	—	55	—	29	55
Cabinet Making ...	—	—	—	—	56	36	56
Radio Mechanics ...	—	—	17	—	—	15	17
Tailoring ...	—	—	—	27	—	21	27
	<u>117</u>	<u>113</u>	<u>204</u>	<u>133</u>	<u>56</u>	<u>516</u>	<u>623</u>

The total enrolment increased this year by 21 per cent.

The most significant increase was that of the Malays, who numbered 458, an increase of 20 per cent. above the 1951 enrolment. Of these 341 had free places or scholarships, compared with 61 Chinese and 13 Indians. During the year 40 men of the Malay Regiment were receiving basic training as motor mechanics, fitters and turners.

Courses were arranged at the Kuala Lumpur centre for 21 Malays selected by R.I.D.A. to become Blacksmiths and Tinsmiths. R.I.D.A. also provided a Blacksmith Instructor and funds for the erection and furnishing of a hostel to accommodate these trainees.

Pre-industrial training for third year students was arranged at Penang, Kuala Lumpur and Johore at Government and commercial workshops.

There was considerable extension of school buildings, workshops and hostels, some of the work being carried out by the students.

English continues to be taught at all centres but progress still is slower than could be wished.

### *Commercial Day Schools*

The two schools, in Penang and Ipoh, continue to function with small enrolments.

## UNIVERSITY AND OTHER POST-SECONDARY EDUCATION

The Federation of Malaya is served by three institutions of higher education: the University of Malaya, The Technical College, Kuala Lumpur, and the Agricultural College, Serdang. In addition, a steadily increasing number of students are studying abroad.

### *The University of Malaya*

In the University of Malaya, founded on 8th October, 1949, and situated in Singapore, there are Faculties of Arts, Science and Medicine

(Medical, Pharmacy and Dental). There is also a Department of Education which provides a one-year course leading to a Diploma in Education.

### *The Technical College*

The Technical College at Kuala Lumpur is a Federal Institution under the Department of Education. It accepts technical apprentices for the various Government departments for training as technical assistants and, after Government requirements have been met, a certain number of private students. The qualification for admission is a Grade I or II Cambridge School Certificate with credits in English Language and Elementary Mathematics and, if possible, in Science. The College provides a three-year course in civil, mechanical, electrical and telecommunications engineering as well as surveying and architecture. The technical apprentices receive in addition a year's practical training in their own departments. During 1952 there were 231 technical apprentices, six private students and two State Scholars.

At the graduation ceremony, on 1st November, 1952, His Excellency the High Commissioner was present. Sixty-eight graduates received their diplomas, 25 for Civil Engineering, two for Architecture, 13 for Electrical Engineering, one for Mechanical Engineering, 14 for Telecommunications Engineering and 13 for Surveying.

The College continued to be the Federation centre for the examinations of the major technical professional institutions in the United Kingdom, and the Council of the Institution of Electrical Engineers has accepted the Diploma Course of the College as a means of preparation for the Joint Section A examination.

The new Technical College Hostel Buildings, designed to accommodate 500 resident students, are nearing completion and \$1,100,000 has already been spent on this project.

### *The College of Agriculture*

The College of Agriculture, situated at Serdang a few miles outside Kuala Lumpur, is, like the Technical College, a Federal Institution. It forms the Education Branch of the Department of Agriculture, for the training of whose technical staff it primarily exists. It has great advantages in its occupation of buildings designed for the purpose and set in extensive grounds. The College at present provides two courses:

- (a) A Diploma Course of three years' duration given in English and intended in the first place for students training for the post of Agricultural Assistant in the Department of Agriculture itself, though students sponsored by outside



administrations, by Rural and Industrial Development Authority, the Rubber Research Institute, and private students are also admitted. The minimum qualifications for admission are Cambridge School Certificate, Grade I or Grade II, and Federal Government students are recruited by a system of scholarship.

- (b) A Minor Course of one year's duration given in Malay and intended in the first place for training Agricultural Subordinate Probationers appointed under the new Schemes of Service in the Department of Agriculture, though Penghulus (Malay Village Headmen), Malay Vernacular school teachers from the various States/Settlements, and private students are accepted so far as accommodation will allow.

Both courses give a wide training in practical and theoretical agriculture. The former is carried out in the cool of the morning and on Saturday forenoons. Theoretical work is done in the laboratories and lecture rooms on five days each week. With the co-operation of the Agronomist i/c of the neighbouring Federal Experiment Station, students are given the opportunity of gaining experience in the growing and harvesting of all important field crops, in the operation, care, and maintenance of mechanical equipment, and in such processes as palm oil extraction, the manufacture of both Indian and China tea, and the preparation of coffee beans and Manila hemp.

The Minor Course was suspended for the academic year 1952/53 owing to the shortage of staff. This became acute since three Malay members of the teaching staff proceeded overseas on scholarships.

During 1952 the third year students participated in an excursion to padi areas and places of agricultural interest in Kedah, Penang and Province Wellesley and Perak. They also assisted in carrying out a survey of the pineapple smallholdings in Kuala Langat District Selangor. The second year students devoted one week to an intensive rubber course at the R.R.I. Experiment Station, Sungei Buloh, with the assistance of a Rubber Instructor from the Rubber Research Institute. Instructional tours were organised for all students to nearby places of agricultural interest and local industries.

The general student life of the College is organised and regulated by a Students' Union and Council which functioned smoothly throughout the year. Specific extra-curricular activities including games are organised by *ad hoc* elected committees. A shop to provide the modest necessities of student life is operated on the co-operative principle. The relation between students and staff continued a happy one.

The College was assisted by an Advisory Council consisting of both official and unofficial members.

Fourteen Diploma students gained the Diploma of the College. Two Minor students, two Agricultural Subordinate Probationers, sixteen Penghulus or Assistant Penghulus, five Malay vernacular school teachers and two Brunei students, gained Certificates on successfully completing their one year courses in April, 1952.

### STUDY OVERSEAS

Students proceeding overseas for higher education include Queen's Scholars and Fellows selected for post-graduate training from the most successful students of the University of Malaya; serving Government Officers and others selected for training to fit them for promotion or appointment to senior posts; and private students studying on their own initiative and at their own expense.

The Queen's Scholarships and Fellowships are the most coveted awards. There are at present two Fellows and ten Scholars at various Universities and institutions for post-graduate study in the United Kingdom. Five Scholars, two of whom were chosen in 1950, one in 1951 and two in 1952, as well as two Fellows chosen in 1952, await places in similar institutions.

In addition, there were 457 scholarship holders from the Federation in 1952 (299 of whom were students at the Malayan Teachers' Training College) studying in Universities and Colleges in the United Kingdom, 82 in Australia, 10 in India and 17 in New Zealand. These scholars have been awarded Federal, State or Settlement, British Council, Colonial Development and Welfare, Colombo Plan and other Scholarships. There are 53 scholarship holders waiting to proceed to Australia and New Zealand of whom 38 have been awarded Colombo Plan scholarships. During the academic year 1951/52 it is estimated that there were 390 private students studying in educational and professional institutions in the United Kingdom.

### TRAINING OF TEACHERS

#### *Teachers in Malay Vernacular Schools*

There are two Colleges for the training of teachers for Malay Vernacular Schools, one for men at Tanjong Malim, with 429 students, and one for women at Malacca with 198. Both provide a three year course which includes an extension of the general education received in the Malay School together with instruction in the theory and practice of teaching. English has continued to be taught with success, the limiting factor being the lack of suitably qualified staff.



A residential block for 100 students and three class-rooms together with a new house for the Principal, a *surau*, offices and badminton courts were built in 1952 at the Malay Women's Training College.

A successful Refresher Course was run for Assistant Inspectors of Malay Schools and group Teachers at the Sultan Idris Training College.

Apart from the relatively few teachers who can be trained in these colleges, part-time three year training courses are held throughout the Federation on Saturday mornings, in which instruction is given in the theory and practice of teaching all subjects in Malay Schools. Probationers, also, attend classes on Saturday mornings for not more than three years, after which they enter a training college or a week-end training class. Teachers of English in Malay Schools, of whom there were 235, are trained in a two-year week-end training course.

There were 5,719 untrained Malay teachers in a total of 10,464.

#### *Teachers in Chinese Vernacular Schools*

As recorded earlier, the first government institution for the training of teachers in Chinese Schools was opened in Penang in May. In addition to the 148 students in training in this institution, there were 267 being trained in Senior Normal Classes (full-time training over a period of two years) and 774 in Teacher Training Classes (week-end training over a period of three years). Intensive training courses for teachers in the New Village Schools were held in Kuala Lumpur and Ipoh, and proved a great success.

#### *Teachers in Indian Schools*

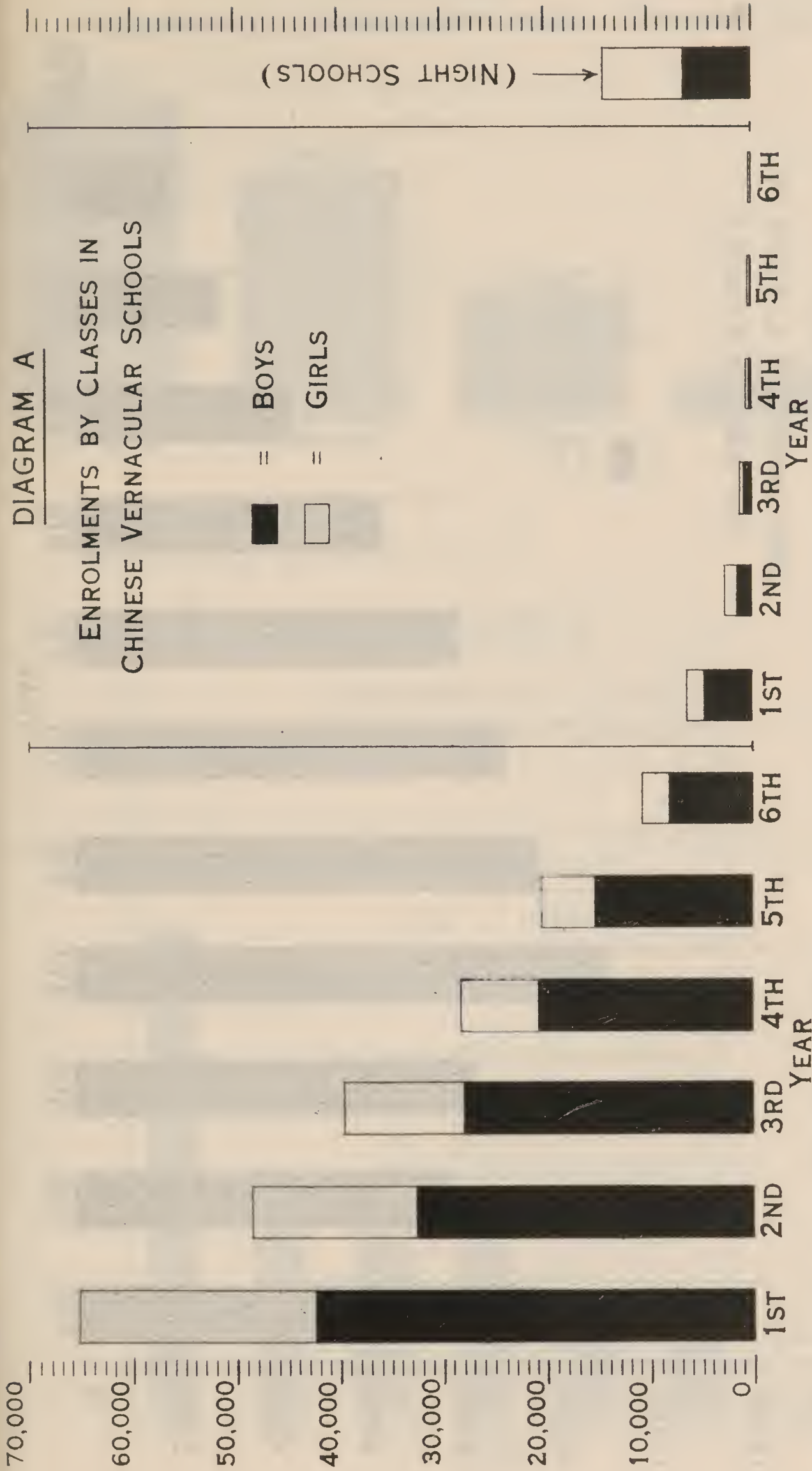
The total number of teachers was 1,467 of whom 613 were trained, and 854 as yet untrained. The training course lasts three years during which time the teachers attend a six hour session every Saturday or Sunday at training centres in their own State or Settlement. There is no doubt that, despite the physical difficulties teachers have to overcome in order to attend these classes, they are of immense value to the distant Estate Schools, which form the great majority of Indian Schools in this country.

#### *Teachers in English Schools*

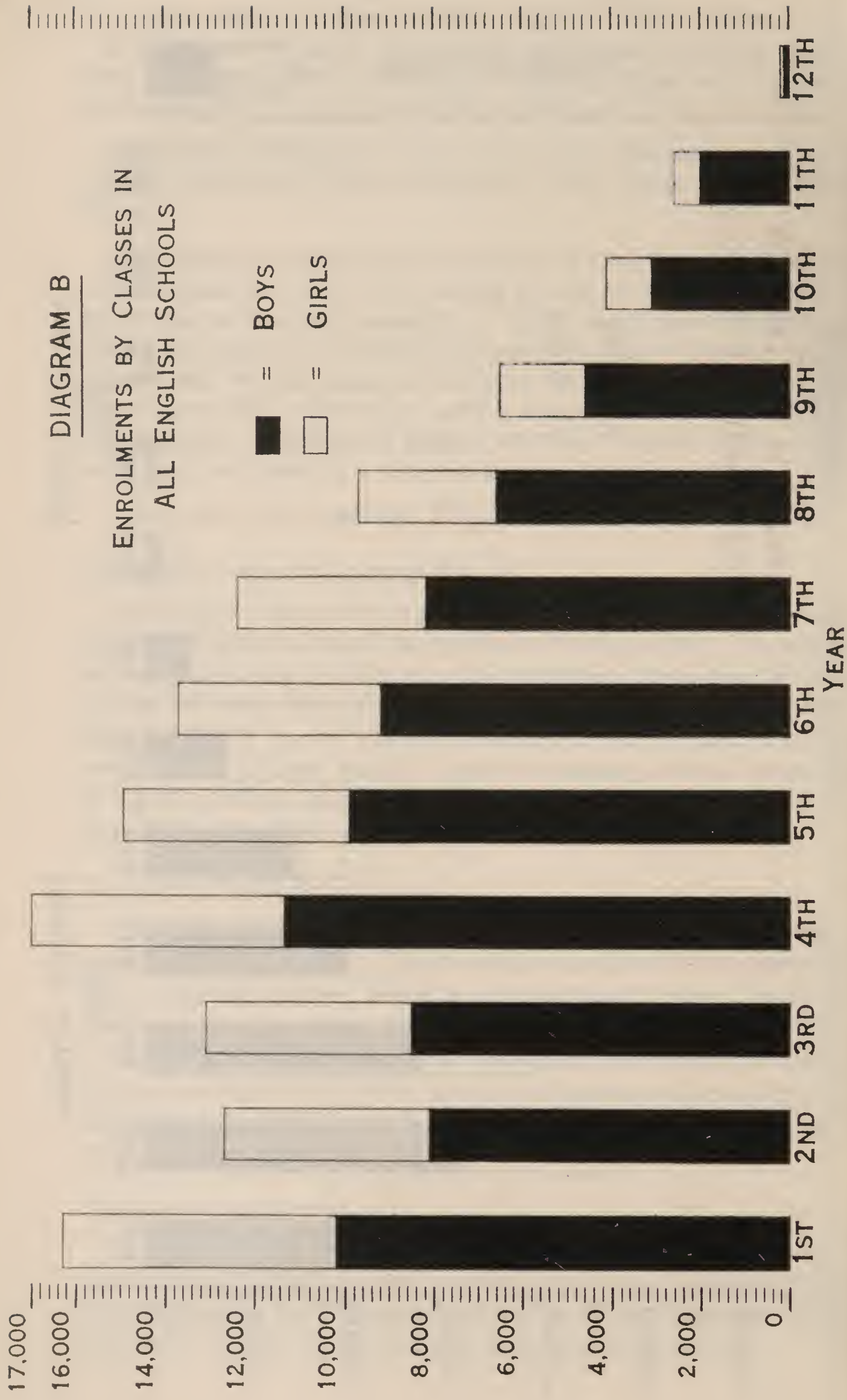
The Malayan Teachers' Training College at Kirkby, Lancashire continued to flourish and 150 students of all races, carefully selected from throughout the Federation, left for the United Kingdom by air in September to enter upon their two-year residential course.

DIAGRAM A

ENROLMENTS BY CLASSES IN  
CHINESE VERNACULAR SCHOOLS







### DIAGRAM C

#### COMPARATIVE ENROLMENTS IN ALL SCHOOLS

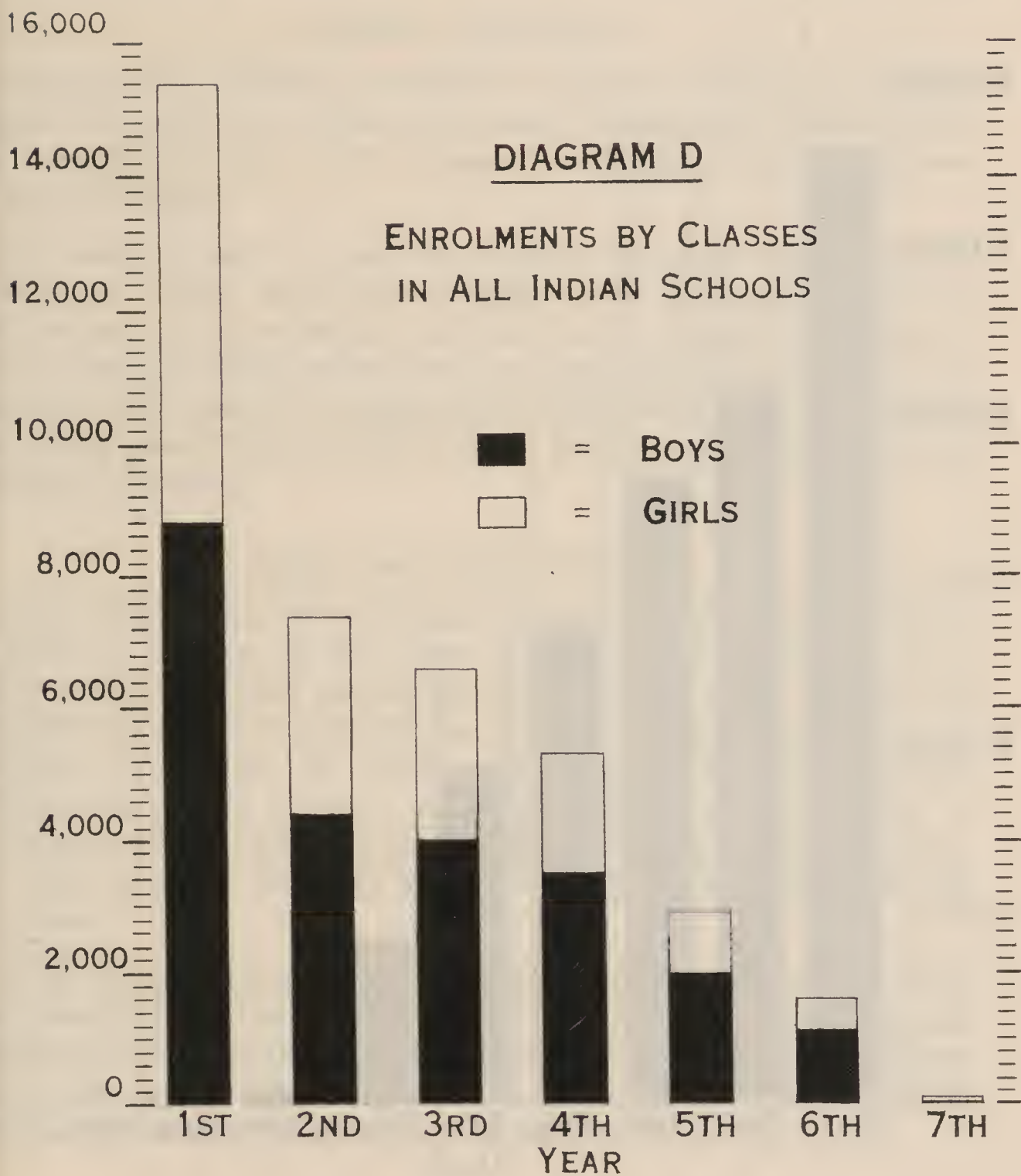
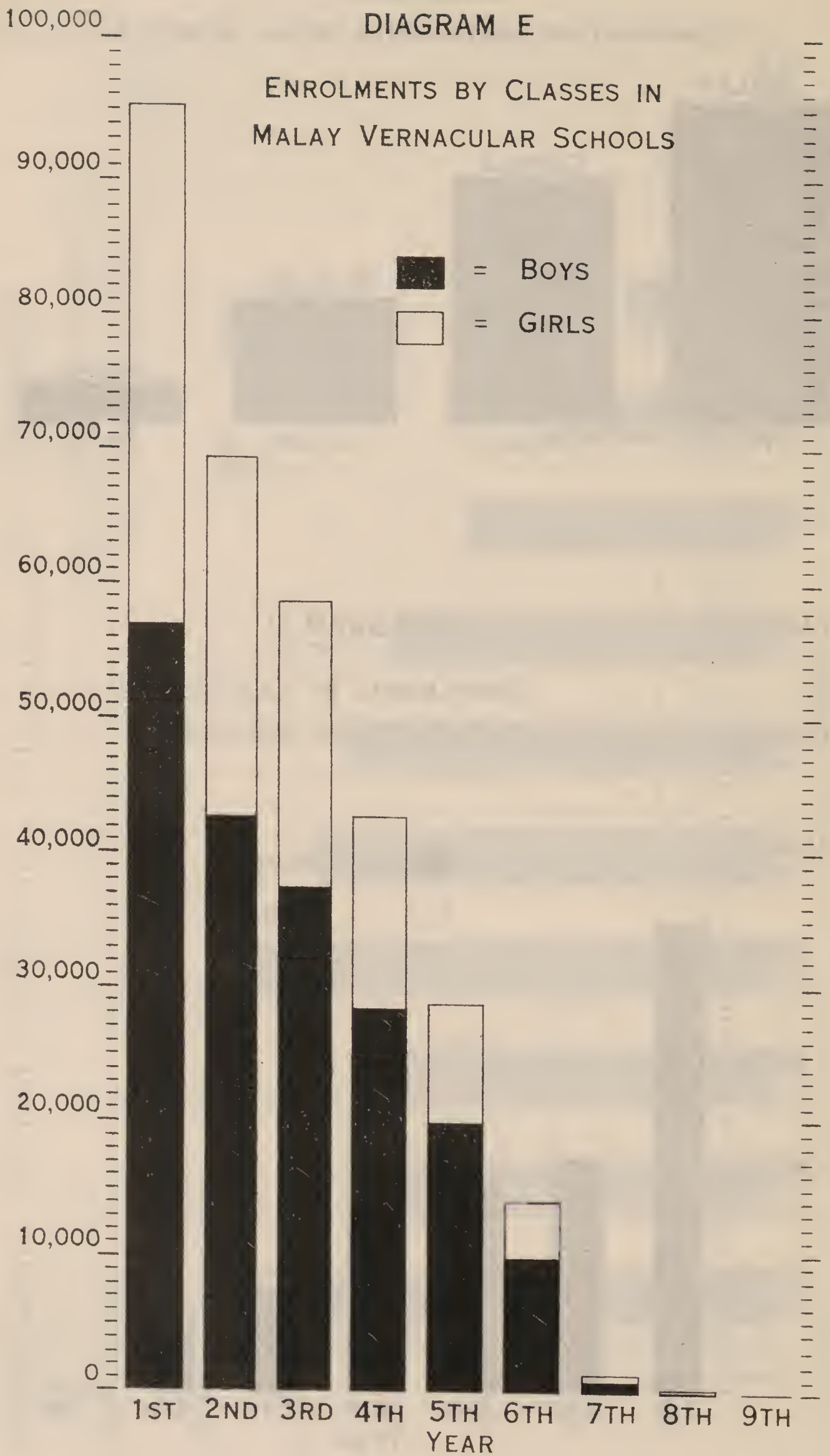




DIAGRAM E

ENROLMENTS BY CLASSES IN  
MALAY VERNACULAR SCHOOLS



Plans for the building of a Teachers' Training College at Kota Bharu in Kelantan were approved and work on it has already begun.

These colleges and more like them are a vital necessity if our English Schools and future National Schools are to be properly staffed. The training of teachers in week-end Normal Classes is not only unsatisfactory in itself but their organisation and staffing impose an increasingly heavy burden of work and responsibility on local heads of department who are already greatly overworked and lack the qualified staff for this specialised task. There were 979 students in training in these Normal Classes in 1952, almost all of whom are full-time teachers. Some, either because they live too far away from the training centres, or because qualified tutorial staff are not available, are trained by correspondence.

#### PHYSICAL CONDITIONS

Overcrowded conditions are still the rule rather than the exception, despite the provision of places for nearly 70,000 more children than were enrolled in 1951. The demand for English education shows no sign of abating.

The encouragement of open-air activities—physical training, youth movements, sports and games—together with the attention of the medical and dental authorities, has maintained a generally satisfactory level of physical health among the great majority of the children, but there are still reports of malnutrition, hookworm, yaws and malaria from rural areas, and the good done in the schools is too frequently undone in the home.

#### SOCIAL AND MORAL WELFARE

In the English schools conducted by Missions, religious instruction is given to children of their own persuasion and to others, whose parents consent, outside the regular school hours. These schools also frequently provide ethical instruction for other pupils not attending the religious instruction. In Government English schools no direct religious instruction is given, but religious and moral instruction is included in the time tables of Government Malay schools in some areas. In many cases the buildings are also used for Koran classes in the afternoon.

In all schools, whether religious instruction is given or not, great importance is placed on the effect upon character of a properly organised community life, including participation in team games, in the Boy Scout, Girl Guide and Junior Red Cross movements and in the out-of-school activities which exist in some shape or form in all types of schools.



Education for citizenship, made more important by the prospect of self-government, is provided both directly through the teaching of Current Events and Civics, and indirectly through the organisation of School Councils and School Parliaments and the Prefect System.

#### ADULT EDUCATION

1952 saw remarkable developments in the field of Adult Education all over the Federation.

The classes organized by Government in nearly all the States and Settlements, which have for some years past met a steadily rising demand for part time instruction in technical and commercial subjects and English Language, increased their enrolments by 61 per cent. to a total of 3,452 as compared with 2,141 in 1951. The expansion was particularly noticeable in the case of English, though nearly all other subjects were in some degree affected. Government evening class students again formed a large proportion of the candidates for London Chamber of Commerce and London City and Guilds examinations.

The main focus of attention, however, was on the rapid advance of the Adult Education Associations which, following the inauguration of their Federal body in July, 1951, had by October, 1952 come into being in every State and Settlement.

Although these independent voluntary organizations arose out of a strong popular demand for an expanded service of Adult Education, the movement had been anticipated and fostered by Government. This official interest was shown by the appointment in January of an Adult Education Officer to advise and assist the Associations, and by the vote, in March, of \$300,000 for grant-in-aid. Of this amount \$60,000 was earmarked for the Federal Association for teacher training, textbooks and equipment, and \$240,000 for the State and Settlement Associations for classes in certain approved subjects, such as English, Malay, Chinese and Tamil literacy and Civics.

The work of the Associations was touched off by Dr. Frank C. Laubach in May, when he spent a month in the country assisting them in the preparation of the Malay Literacy Campaign. In Penang and Kelantan he trained some 290 literacy teachers, and the success of his methods in quickly enabling illiterates to read and write caught the public imagination everywhere. Before leaving the country he also carried through the preparation of the first follow-up reader for new literates, a translation into Malay of a text written by himself. The Malay Literacy Campaign proper opened a few weeks after his departure, and made such rapid headway that before the end of the year approximately 850 classes had been formed and 1,750 teachers trained.

The Associations have everywhere been faced with a demand for English classes which has so far been met; over 300 of these were running in December. It was the need to systematise and improve instruction in this subject which led to the holding in that month of the first training course for teachers of English to adults. This was organized for the Associations by the British Council, to which body is due much of the credit for the progress of Adult Education in this country.

In all there were, on 31st December, 1,192 Association classes running, of which about 850 were in Malay Literacy, 300 in English and 42 in other subjects. Enrolments, averaging 28.5 per class, totalled about 34,000.

A fresh development in this field was the announcement by the Malayan Chinese Association of its intention to carry Adult Education, particularly literacy, to the New Villages. By the end of the year this body had organized some 650 classes of which 30 per cent. were in literacy, 30 per cent in English, 30 per cent. in Arithmetic and 10 per cent. in Malay and other subjects. Enrolments in these classes amounted to some 15,000.

## Part II

### HEALTH

#### ADMINISTRATIVE ORGANISATION OF THE MEDICAL SERVICES.

Public health organisation follows the general pattern of the administration in the Federation. Medical Headquarters, consisting of the Director of Medical Services, the Deputy Director, three Assistant Directors and other Staff Officers, is responsible to the Member for Health. Medical Headquarters is directly responsible for staff and for certain Federal Institutions and activities. Each State and Settlement has its own medical administration. While the State and Settlement Governments are in executive control of their own medical services the Member for Health has considerable influence on all these services through the advisory and co-ordinating functions of Medical Headquarters.

#### GENERAL HEALTH

The vital statistics for the year (submitted independently by the Registrar General) show a steady improvement in the health of the population. These figures compare very favourably with comparable statistics from the neighbouring large land masses. The country is free from the epidemics of cholera, smallpox and plague which ravage some parts of Asia. The larger towns and many of the smaller towns



are free from malaria. The fact that the great majority of hospital patients are suffering from ordinary medical and surgical diseases and that only a small proportion are admitted for the treatment of the frankly tropical diseases indicates a great deal of progress which has been made in public health, particularly in urban areas.

The position with regard to rural health is less favourable. There is widespread general anaemia, while malnutrition still exists in small localised areas. The most prevalent diseases among rural children, helminth infections, diarrhoeas and dysenteries, are caused through lack of hygiene. However, it can be said that the steady improvement in the health and condition of children throughout the Federation continues. Severe cases of malnutrition are far less common, and the general standard of nutrition of the average child has improved.

#### VITAL STATISTICS

Total number of births	...	...	...	244,624
Deaths under 1 year	...	...	...	22,026
Infant mortality rate per 1,000 live births	...			90
Total number of deaths	...	...	...	75,020
Death rate per 1,000 population	...	...		13.6

#### THE PREVALENCE OF AND MORTALITY ARISING FROM THE PRINCIPAL GROUPS OF DISEASES

No cases of plague or cholera occurred in 1952.

Two cases of smallpox occurred during the year. One was an imported case which arrived in the Federation through Singapore. The other was a local patient without an obvious source of contact.

Statistics show that there is at present a very low incidence of malaria as compared with pre-war years. During the period 1946-1950 the number of admissions to Government and estate hospitals dropped steadily. In 1951 there was a small increase. It is uncertain whether this was due to a real overall increase in malaria or whether it was caused by the closer contact in the new villages between Government services and sections of the population which previously had no medical facilities. In 1952 the number of admissions to Government and estate hospitals dropped to 14,115 with 192 deaths.

			Admissions to Govt. and estate hospitals.		Deaths.		Case mortality per cent.
1947	...	...	22,281	...	736	...	3.3
1948	...	...	15,477	...	428	...	2.8
1949	...	...	14,663	...	315	...	2.1
1950	...	...	11,720	...	236	...	2.0
1951	...	...	15,960	...	244	...	1.5
1952	...	...	14,115	...	192	...	1.4

The general decrease in incidence of malaria must be due in part to the widespread use of prophylactic drugs and to the increasing use of D.D.T. both for house spraying and as a larvicide.

Although there are still significant numbers of cases of yaws among the Malay population in some areas of the Eastern States, this disease is not the serious problem in Malaya that it is in many other tropical countries. Arrangements have been made for a World Health Organisation expert to visit the Federation with a view to discovering whether the incidence of yaws is sufficiently great to warrant a special survey and mass treatment campaign. The total number of cases treated during the year was 40,922.

The total number of cases of enteric fever reported was 770 with 70 deaths. While the disease is endemic in Malaya no major outbreak was reported in 1952.

The incidence of cerebro-spinal meningitis was insignificant.

There was a slight decline in poliomyelitis during 1952. There were 126 cases with 14 deaths compared with 199 cases and 21 deaths the previous year.

In April a case of canine rabies occurred in Kuala Lumpur, the first in twenty years. The infection was probably introduced by a dog smuggled into the State. Once established the disease spread rapidly in the town and by the end of the year 109 canine infections had been proved by brain examination. Elsewhere in the State there was no epidemic spread, though sporadic canine infections were reported in Puchong in September and in Batu Tiga and Rawang in November. A suspected human infection in Kuala Lumpur was not proved but two human cases were confirmed in Perak. Vigorous preventive measures taken by the Veterinary Department, including the mass inoculation of dogs with avianised vaccine, brought about a marked fall in incidence and by December the epidemic seemed to be under control.

1,496 cases of diphtheria occurred throughout the country with 253 deaths. In the early part of the year a mild epidemic was reported in George Town and rural Penang.

The position with regard to tuberculosis continues to improve slowly. The admissions to Government hospitals for pulmonary tuberculosis were 5,492, with 1,326 deaths, as compared with 5,933 admissions in 1951, with 1,768 deaths. The total deaths from tuberculosis registered with the Registrar-General were 2,252 as compared with 2,875 for 1951.

By the end of 1952 the Federation had 3,085 beds available for the hospital treatment of tuberculosis. The trouble is that too high a



proportion of beds, badly needed for treatable cases, are occupied by chronic patients. The problem of pulmonary tuberculosis is particularly serious in Malaya in that the warm and humid climate is conducive to its spread. The local type of disease tends to be more acute than the form common in Northern Europe, and the low standard of nutrition and gross overcrowding reduce the resistance of the population.

Hospital authorities are now keeping a tighter control over the type of tuberculosis patients admitted. As far as is possible only treatable cases will be admitted to the general hospitals in future. It is realised that it will be necessary to supplement hospital treatment by the establishment of a number of tuberculosis clinics. Plans are being prepared to provide such clinics as part of the development scheme for rural health centres. These clinics would concentrate on propaganda for the prevention of the disease, on the tracing of treatable cases suitable for admission to hospitals and on out-patient and domiciliary care of chronic cases.

The Malayan Association for the Prevention of Tuberculosis and kindred bodies have always taken a keen interest in this problem. It is hoped that non-government Associations and voluntary bodies will play a big part in providing settlements for chronic patients. Considerable progress has been made in this direction.

*Diseases causing high morbidity. Annual number of cases and deaths.*

	Total cases in Govt. Hosps.	Deaths in Govt. Hosps.	Mortality Percentage.
Malaria (Positive Cases)...	9,314 ...	149 ...	1.6
Pulmonary Tuberculosis	5,492 ...	1,326 ...	24.1
Pneumonia and Broncho pneumonia ... ..	4,127 ...	1,166 ...	28.3
Other respiratory diseases	21,404 ...	1,365 ...	6.4
Diarrhoea and Enteritis ...	5,676 ...	1,031 ...	18.2
Dysentery ... ..	1,797 ...	72 ...	4.0
Enteric Fever ... ..	694 ...	65 ...	9.4
Beri-beri ... ..	563 ...	42 ...	7.5
Tropical Typhus... ..	363 ...	11 ...	3.0
Venereal Diseases ...	2,657 ...	62 ...	2.3
Injuries due to external causes ... ..	24,597 ...	877 ...	3.6

## DESCRIPTION OF MEDICAL AND HEALTH SERVICES AND THEIR POLICY

The administrative organisation of the medical services has been described already. Since the re-occupation a very great deal has been accomplished in rehabilitating the medical services. However, post-war difficulties caused by the need for making good deficiencies which occurred during the Japanese occupation, the effect of the emergency, the re-settlement of half a million squatters in new towns and villages and the very acute shortage of medical officers, nurses, health inspectors and subordinate staff, made it essential to re-organise the Department. This reorganisation was carried out in 1952. The more important changes were (1) the reorganisation of Medical Headquarters with a view to ensuring better co-ordination throughout the country, (2) an increased emphasis on rural health and on arrangements for training adequate numbers of subordinate staff, (3) the improvement of specialist clinical facilities at some of the larger hospitals, to provide post-graduate training for locally recruited medical officers, (4) an expansion of training facilities for nurses and assistant nurses and (5) the co-ordination of voluntary effort, Red Cross and St. John Welfare Teams both in new villages and in the Malay kampongs.

The appointment of two additional Assistant Directors made it possible to divide the Medical Headquarters administration into its three main branches. The A.D.M.S. (Health) deals with urban health and prevention of disease, the A.D.M.S. (Hospitals), assisted by the Principal Matron, with hospitals and their staff, nurses training, etc., the A.D.M.S. (Rural Health) with all the various health activities in rural areas including the expanding medical services in new villages. An additional Grade A Medical Officer's post was created to secure a proper liaison between the medical services and the police with their many special requirements. This officer is particularly concerned in helping to plan and control the extension of the S.S.A.F.A. Sisters' Service for the families of the Malay Regiment and the Police.

As before, the Chief Dental Officer is the Staff Officer concerned with the dental service, and the Director of the Institute for Medical Research, Kuala Lumpur, remains in charge of all medical research. In addition he acts as an adviser on the various pathological laboratory services in the country.

## URBAN HEALTH AND PREVENTION OF DISEASE

The general health work and sanitation of the main towns is carried out by the municipalities which employ their own health staff. In the remainder of the country the Medical Officers of Health are members of the various State and Settlement Medical Services. Government



health inspectors and sanitary staff are frequently attached to the various Town Boards.

Port health work and quarantine are federal functions. These are particularly important because of the number of immigrant ships, carrying deck passengers, and pilgrim ships which arrive from infected ports in Asia. All deck passengers are medically examined on arrival and are then re-vaccinated and quarantined until the results of their re-vaccination are available.

A new Bill to consolidate and bring up to date the legislation on quarantine and the prevention of disease is in preparation.

### HOSPITALS

Except for Penang and Malacca Hospitals, the Leper Settlements at Sungei Buloh, Pulau Jerejak and Johore Bahru, the two Central Mental Hospitals at Tanjong Rambutan and Tampoi and the Tuberculosis Settlement at Pulau Jerejak, the various hospitals and dispensaries in the country are State and Settlement institutions.

While the general and specialist clinical facilities in the Federation hospitals are comparatively highly developed there is a great shortage of nurses. Every effort is being made to make good this deficiency.

Although there are adequate numbers of posts available for locally recruited specialists there is still a great shortage of local doctors with the necessary higher qualifications. It has been decided to recruit 15 additional expatriate specialists on six-year contracts to help train local medical officers in their specialties. This training should make it easier for local doctors in Government service to obtain higher qualifications after a short period of study leave in the United Kingdom. These improved facilities for post-graduate training should help to popularise the service with local graduates who should now have considerably enhanced prospects of promotion in Government service.

The block system for the training of nurses has been followed in the principal Nurses Training Schools. While the standards of training which have been attained allow of reciprocal recognition with the General Nursing Council of the United Kingdom, this has temporarily increased the shortage of nurses. For the time being sufficient numbers of girls who have passed the Senior Cambridge Examination are not available for training. In any case the accommodation both for training schools and nurses' hostels is still inadequate for the real needs of the service.

It has been agreed that a new nurses' hostel for 250 nurses should be built in Penang. This will allow of a very considerable expansion of the Penang Nurses' Training School.

At the same time, the various State and Settlement Medical Services are planning to expand rapidly their facilities for training assistant nurses. Where necessary the early part of the two years' course of training for assistant nurses will be carried out in the vernacular. While the assistant nurses' scheme has some obvious disadvantages, these are more than offset at this stage of the development of the country's health services by the shorter course of training and the lower standard of education required for girls entering the service.

### RURAL HEALTH

It has become increasingly clear that there can be no real expansion of rural health services until adequate training facilities have been provided for the training of local staff. It has been decided to build two model rural health centres which will be used as rural health training schools. Each will provide facilities for simple dispensary curative treatment, infant welfare work, ante-natal work, domiciliary midwifery, rural hygiene, health education, school dental services and tuberculosis out-patients. Hostels are to be provided at each centre for students. Hospital assistants, assistant nurses, midwives and sanitary overseers are to be given special experience and teaching in the type of rural health work they will be required to do in the field.

Once these centres have been set up and the training of staff has started, proper consideration can be given to establishing a number of model rural health centres throughout the country as part of the general development plan.

In Malaya one of the major problems has continued to be the provision of health services for the population which has been re-settled in new villages. By the end of 1952 some 86,098 families had been re-settled.

The provision of latrines and water supply in the new areas has been continued throughout the year. The spraying of houses with D.D.T. emulsion is proving particularly popular. The inhabitants notice not only the health advantages but also the reduction in the numbers of nuisance mosquitoes and bed bugs. The work of the State Medical Services and that of the British Red Cross Society and St. John Welfare Teams among the re-settled population has had an enthusiastic reception and is helping to improve morale generally.

Medical services to existing villages and Malay kampongs has been maintained by static dispensaries, by the work of the Health Sisters and their staff, by mobile dispensaries and by the British Red Cross and St. John's Welfare Teams.



*Rural health facilities at the end of 1952*

Static dispensaries	...	...	...	150
Mobile dispensaries	...	...	...	73
Infant Welfare Centres	...	...	...	94
Infant Welfare sub-clinics	...	...	...	242
Red Cross teams in operation	...	...	...	30
St. John's Ambulance	...	...	...	12 (25 planned)
Mission stations doing medical work	...	...	...	6

## DENTAL SERVICES

By the end of 1952 the dental staff consisted of 1 Chief Dental Officer, 2 Specialist Dental Officers, 32 Dental Officers, 6 House Surgeons Dental, 37 Dental Nurses and 14 Dental Mechanics together with the Dental Nurses Training School staff of 1 Dental Officer in charge, 1 Sister Tutor Dental, 2 Dental Sisters and 20 Nurses in training.

During the year the system of recruitment was altered. Applicants for training are now selected from school girls with suitable academic qualifications. A few places are held for staff or trained nurses but the drain on the Hospital staff has ceased.

The New Zealand Government loaned two dental nurses to the Federation for use in areas where the schooling facilities do not allow these territories to produce sufficiently educated trainees. These dental nurses were stationed in Kelantan where they operate a mobile dental clinic for the treatment of school children.

Two new main dental centres were opened in 1952. This brings the total in the Federation to 28.

Six new school dental clinics staffed by Dental Nurses were also opened. The total is now 19.

Five new mobile dental clinics were built and issued to the State and Settlement medical services for use in rural areas. The number of these clinics now in use is 6.

Priority is still given to school children but the increasing number of dental nurses is gradually allowing dental officers more time for the treatment of kampongs, hospital cases and expectant mothers.

The Facio-maxillary teams in Penang and Johore Bahru did excellent work during the year; gun-shot wounds of the jaws, fractures, and osteomyelitis cases were treated.

## MEDICAL RESEARCH

The Institute for Medical Research in Kuala Lumpur was founded in the year 1900 for research on malaria and beri-beri. It is a Federal Institution, organised as a branch of the Medical Department and maintained by the Federal Government, but assisted by financial contributions from the Governments of Singapore and North Borneo, and, for special investigations, by research grants from Colonial Development and Welfare Funds. Medical investigation remains its primary purpose, though routine pathological services for the Federation and the manufacture of biological products absorb nearly one half of its resources.

During the year the range of medical investigations has widened and routine work has increased. The Penang Pathological Laboratory has been taken over by the Institute as a northern branch, and a joint Anglo-American medical expedition has been sent to Borneo. New laboratories at the Institute headquarters in Kuala Lumpur are being built for Co-operative research with experts from other countries.

## MEDICAL AND HEALTH STAFF

Medical and Health Staff.				Government		Private.
				As per Establishment.	Staff Employed.	
1. Registered Medical Practitioners	...	...	631	339	274	357
Research Medical Officers	...			5	5	
Dentists Qualified	...		68	54	44	24
Registered	...		562	—	1	561
Pharmaceutical Chemists	...			6	4	
2. Nurses of Senior Training	...			1,131	757	
Partially Trained Nurses	...			550	337	
Assistant Nurses	...	...		233	151	
3. Midwives	...	...	...	531	501	
4. Sanitary Inspectors	...	...	...	149	134	
5. Laboratory Assistants	...			75	63	
X-ray Assistants	...	...	...	25	11	
6. Pharmacists	...	...	...	12	6	
7. Hospital Assistants	...	...	...	1,157	1,020	
8. Dental Mechanics	...	...	...	33	14	



## EXPENDITURE ON MEDICAL AND HEALTH SERVICES

(a) Recurrent Expenditure for Medical and Health ... ..	\$41,664,125.00
(b) Capital Expenditure for Medical and Health	2,067,124.00
(c) Expenditure for work carried out by other than Public Health Department, including sanitation ... ..	*
(d) Proportion of Public Health Expenditure to total expenditure of the Territory (based on recurrent expenditure in each case)...	9.2 per cent.
(e) Financial Assistance from the Metropolitan Government (Contribution from Colonial Development and Welfare Fund) ... ..	\$356,849.00
(f) Expenditure of missionary and philanthropic organisations ... ..	*

## NUMBER OF HOSPITALS, HEALTH CENTRES AND DISPENSARIES

Institutions (Government and Private).	Number of Institutions.	Number of Beds.
<b>I. HOSPITALS</b>		
<i>I. Government</i>		
(a) General Hospitals (Institutions equipped to deal adequately with all general, medical and surgical beds) ... ..	29	8,704
(b) District Hospitals (Smaller institutions equipped to handle only lighter cases, more severe cases being referred to General Hospitals) ... ..	37	3,380
<i>II. Private</i>		
(a) Estate Hospitals ... ..	133	5,768
(b) Mission Hospitals ... ..	1	67
(c) Maternity Hospitals (Chinese)	21	609
<b>2. DISPENSARIES</b> (Institutions for treatment mainly of out-patients) ... ..	150	—

( \* = figures not available.)

## AS SEPARATE UNITS

## 3. SPECIALISED UNITS

- (a) Maternity and Child Welfare Clinics ... 94 (Main) and 242 (Sub-clinics).  
Maternity Hospital, Penang (120 beds).
- (b) Tuberculosis ... Tuberculosis Settlement, Pulau Jerejak (600 beds).  
Tuberculosis Clinic, Kuala Lumpur (116 beds).  
Tuberculosis Camp, Kota Bahru, Kelantan (51 beds).  
B.C.G. Vaccination Unit, Ipoh.  
Chest Clinic, Ipoh.  
Tuberculosis Clinic, Malacca.  
Chest Clinic, General Hospital, Johore Bahru.
- (c) Venereal Diseases... Social Hygiene Clinic, Penang.  
Seamen's Clinic, Penang.  
V.D. Clinic (I.W.C.), Taiping.  
V.D. Clinic (Town Dispensary), Ipoh.  
Social Hygiene Clinic, Kuala Lumpur.  
Town Dispensary, Seremban.  
Out-Door Dispensary, Malacca.
- (d) Leprosaria ... Leper Settlement, Sungei Buloh (2,650 beds).  
Leper Settlement, Pulau Jerejak (430 beds).  
Leper Settlement, Johore Bahru (350 beds).  
Leper Camp, Kota Bahru, Kelantan (24 beds).
- (e) Mental ... Central Mental Hospital, Tanjong Rambutan (3,000 beds).  
Mental Hospital, Tampoi (1,200 beds).

				Number of units.	Total staff.
4. MOBILE UNITS	...	...	...	73	73

The general hospitals in the larger towns are all comparatively well provided with specialist clinical facilities. Kuala Lumpur, for instance,



employs eight doctors with specialist qualifications. Four more are to be posted as part of the scheme for improving post-graduate training.

The district hospitals provide good general medical and surgical treatment. They are almost always within reasonable distance of a large urban hospital where cases needing specialist treatment can be referred.

Sungei Buloh, the main institution for the treatment of leprosy, is a model leper settlement. At the end of 1952 it accommodated 2,411 patients. The efficiency of sulphone treatment together with the excellent organisation and care for the patients give this institution a very happy atmosphere.

In 1952 the Tampoi Mental Hospital, Johore Bahru, was re-opened. To start with it will only run at half capacity. Later it will be expanded to take its full complement of 1,200 patients.

With the opening of Tampoi Hospital it is hoped to ease the pressure on the Central Mental Hospital at Tanjong Rambutan. However, there were still 3,311 patients there at the end of the year, a decrease of 15 patients in 1952. During the year the number of admissions was 1,892 with 1,503 discharges and 268 deaths. Deep Insulin and Electric Convulsive Therapy continued to be used with good results.

#### DEVELOPMENTS IN PUBLIC HEALTH

*Health Education.*—The increased emphasis on rural health as opposed to urban health and plans for considerable expansion of all branches of rural health development have already been described. Health education radiating from rural health centres is an important part of this programme.

During the year there has been an increase in interest in health education. Co-operation with other Departments and bodies has been good so that in schools and rural areas health teaching is being expanded.

Much of this work has been developed through the activities of the Health Education Committee which consists of representatives from the Medical, Educational and Broadcasting Departments and the Department of Information. Good co-operation has developed between these Departments and also with the British Red Cross Society, the St. John Ambulance Brigade, Women's Institutes and the S.S.A.F.A. Sisters. Posters and pamphlets have been produced and are in great demand. A health course for teachers was run in Kuala Lumpur.

A sub-committee is at present investigating the whole problem of health education in schools with special reference to school meals and canteens.

### Research

*Malaria:* The experiments in Negri Sembilan kampongs on the control of malaria by house spraying with D.D.T. and B.H.C. have been completed. The results were good, and though less spectacular than those reported from other parts of the world they point the way to important developments in rural malaria control.

Studies of paludrine-resistant strains of malaria have been continued. A resistant strain of *P. falciparum* has been sent to East Africa for further investigation by trials in human volunteers.

The new drug Daraprim (pyrimethamine) has been tested in one hundred cases of acute falciparum malaria. The clinical response was slow, and there were 15 failures.

*Scrub Typhus:* Nearly 3,000 post-war cases of scrub and urban typhus in Malaya are being studied in detail as part of a general survey of the relationship of infection to land usage, housing conditions and rainfall. The long-term experiments, involving repeated recapture of marked animals, are producing valuable data which are throwing useful light on the geography of human diseases.

American work at the Institute on the duration of scrub typhus immunity was completed at the end of 1951. Results show that immunity against the same strain may last for several years but re-infection with different strains is possible within a few weeks of recovery.

A trial of combined cortisone-chloramphenicol therapy suggested that addition of cortisone to the standard antibiotic therapy would still further shorten the fever.

The emphasis on scrub typhus which has hitherto marked the work of the Colonial Office Research Unit attached to the Institute, is now shifting to other virus diseases.

*Japanese B encephalitis:* The occurrence in Malaya of Japanese encephalitis was first proved in December, 1951, when an American team working at the Institute isolated the virus from a fatal case in Kuala Lumpur. The presence of neutralising antibodies in the sera of 32 out of 45 Asians in Kuala Lumpur, and 35 out of 54 in North Borneo, suggests that unrecognised infection may be fairly common in Malaysia. Further work on this is being planned.

*Filariasis:* Endemic filariasis due to *W. malayi* is a serious focal problem in the lower reaches of some of the main rivers of the Federation and in certain coastal areas of Penang, Kedah and Province Wellesley. Experiments in control by mass treatment with Hetrazan and by house-spraying with D.D.T., supported, it is hoped, by the Colonial Medical Research Committee, are planned and will probably start early in 1953.



Filariasis due to *W. bancrofti* is not endemic in Malaya but a non-periodic bancrofti has been introduced by Fijian troops now operating in Malaya. However, batches of *Aedes aegypti* and *albopictus* fed on an infected Fijian soldier did not become infected and it seems that local species of *Aedes* are probably insusceptible.

*Schistomiasis*: The only form of schistomiasis known to be endemic in Malaya is the cercarial dermatitis due to *S. spindale* and known locally as "sawah itch". A new problem arises with the introduction of *S. haematobium* by East African troops. The danger is that the disease may become established in this country and it is important to ascertain whether the cercariae of *S. haematobium* can develop in local snails. This problem is being investigated.

*Leptospirosis*: A recent report of American work in Malaya suggests that Leptospirosis may be a considerable problem to forces operating in jungle areas. From serological evidence it seems that eight different strains of leptospira were involved. Some 120 cultures from rat kidneys and serum from about 50 persons collected by the Scrub Typhus Research Team in North Borneo have been sent to Washington for investigation.

*General*: The division of Entomology, besides carrying out the entomological work required as part of the specific research programmes, has been investigating the fly nuisance at the Cameron Highlands in collaboration with the Senior Entomologist of the Agricultural Department. For comparison the Entomologist of the Institute has made a small survey near Kuala Lumpur. His observations suggest that ants which are scarce in the Highlands play a considerable part in controlling fly breeding in the lowlands by destroying maggots and presumably also eggs, at least in small breeding places.

Owing to the absence of the Senior Nutrition Officer such work as the remaining staff of the division of nutrition have been able to do has been under the temporary control of the Senior Biochemist.

Work in the division of Biochemistry has included studies on anaemia, on liver necrosis of dietary origin, on malnutrition in infants and on the effect of Malay and Indian cooking on the calcium, iron and phytic acid content of parboiled rice.

*Expedition to North Borneo*: Two officers of the Colonial Office Research Unit spent seven weeks in North Borneo in May-June on a joint Anglo-American project financed by the Surgeon-General's Office in Washington. A chemical mixture, M.1960, applied to clothing and intended for protection from insects, was proved to give full protection against leeches. A survey was made of the economic importance and bionomics of water-and-land leeches and further

studies are to continue in Malaya, including trials in the protection of security forces in field conditions. The use of protective ointments and the possibility of control by spraying residual poisons were explored by pilot experiments. In addition, human sera, cultures of kidney-tissues of small animals, bacterial cultures from skin infections, and many animals and parasites, were collected for various investigations of encephalitis, leptospirosis, bacterial resistance to antibiotics, and the potential vectors of disease.

*New laboratories in Kuala Lumpur:* The most important development of the year, potentially one of the most significant in the Institute's history, is the creation of a new research block in Kuala Lumpur. Construction began in July, 1952, and the work is scheduled for completion in July, 1953. The scheme for expansion will provide a group of laboratories, a new library and lecture room, a re-designed unit for the production of bacterial vaccines, and additional quarters for Asian assistants. The cost of construction is being met by the Federal Government. The laboratories will be open to visiting research workers from other countries and in the first place will be at the disposal of the British Scrub Typhus Research Team and an American team from the Walter Reed Medical Centre, Washington. There is confident hope that the facilities which the new laboratories will have to offer will bring a renewed impetus to co-operative research at an international level.

#### HEALTH LEGISLATION

During 1952 the following major health ordinances were enacted :

Title of Ordinance.	Date enacted.	Date brought into force.
(1) The Sale of Food and Drugs Ordinance, 1952 (No. 28 of 1952) ... ..	3-7-52	1-11-52
(2) The Poisons Ordinance, 1952 (No. 29 of 1952) ... ..	3-7-52	1-9-52
(3) The Dangerous Drugs Ordinance, 1952 (No. 30 of 1952) ... ..	3-7-52	1-11-52
(4) The Mental Disorders Ordinance, 1952 (No. 31 of 1952) ... ..	3-7-52	3-7-52
(5) The Medical Registration Ordinance, 1952 (No. 69 of 1952) ... ..	22-11-52	1-1-53

The first four of the above consolidated a mass of existing enactments of local application and established uniform and up-to-date standards



throughout the Federation. The work of consolidating health legislation will be completed early in 1953 with the enactment of the Quarantine and Prevention of Diseases Bill, now in draft.

2. The fifth Ordinance above, together with the Nurses Registration Ordinance, 1950 and the Midwives Ordinance (now in draft), brings the regulation of various branches of the medical profession in line with modern requirements and will enable full reciprocity to be established as between the Federation and the United Kingdom in professional matters.

## CHEMISTRY

During the year the Department's laboratories in Penang and Kuala Lumpur have continued to work in close co-operation with the Customs and Excise, Medical, Police and Public Works Departments.

Much of the Police work is of a forensic nature and involves the examination of the multitudinous types of exhibits associated with criminal investigations. The exhibits have included toxicological specimens for poisons, bloodstained weapons and garments, garments in rape incidents, firearms and expended ammunition, and urine and blood to be tested for alcohol in traffic cases. In addition the Emergency controls, instituted for the purpose of depriving the Communist terrorists of food and medical supplies, have led to numerous requests for the identification and certification of foodstuffs, pharmaceutical materials and Chinese or local herbal remedies.

Routine analyses for the Customs Department, for the purposes of the collection and protection of revenue, have continued.

The Public Works and Medical Departments are responsible for the water supplies of the States and they with the Municipalities, have kept the water laboratories busily occupied in regular bacteriological and chemical analyses of the drinking water supplied to the public. Laboratory supervision of New Village water supplies has increased during the year. Advice has been given on new sites for wells and drinking water sources.

For the Health Authorities a limited number of food and drug analyses have been carried out. Consolidated Foods and Drugs legislation was enacted and brought into force towards the end of the year for the control of foodstuffs. Implementation of this legislation is expected to lead to more analyses and closer control in 1953. Several thousand analyses have been carried out to ensure the freedom of staple foodstuffs from injurious contamination by agricultural chemicals.

## Part III

### HOUSING

Progress on housing was steady rather than on the scale which, especially in the larger urban areas is really needed. Perhaps the greatest development in housing was in the New Villages where much construction was carried out during the year. Villagers are seldom able to afford more than a very small house but these compare quite favourably with the shacks which they previously occupied. Re-settlement Officers have been endeavouring, with some success, to enforce certain minimum standards. The services of the Town Planning Department, which has been enlarged, were utilised to an increasing extent on the layout and design of these new villages upon more hygienic principles. The materials used in private houses are either brick or cement with tile roofs or, for poorer class housing, wood with roofs of attap, corrugated iron or tile.

#### *Emergency (Control of Building) Regulations, 1951*

These continued to be administered by the "competent authorities", i.e., State Governments, so as to permit the construction of *bona fide* residences. The continuance of high prices and the presence of squatters upon suitable building land were the chief limiting factors with regard to private housing.

In the earlier part of the year there was also some shortage of materials but this has now been effectively relieved. The Regulations, however, serve to prevent the construction of luxury buildings which would have diverted the limited supply of skilled labour to less essential purposes.

#### *Housing Trust*

It was found during the year that the Housing Trust's activities could not be developed without some staff of its own. Steps were therefore taken to recruit an officer experienced in housing development in the U.K., and Mr. V. Z. Newcombe, lately Assistant Chief Architect of Stevenage New Town, took up his duties early in 1953.

The Trust availed itself of an offer by the Selangor State Government of some 23 acres of land at Ayer Panas outside Kuala Lumpur. With the valuable co-operation of the Kuala Lumpur Municipality, and through its agency, construction of 120 houses was begun and the first houses will be completed about the middle of 1953.

At its September session, the Legislative Council increased the capital available to the Trust from \$3 million to \$10 million so that the Trust now has adequate funds.



## Part IV

### SOCIAL WELFARE

#### ORGANISATION AND TRAINING

##### *Social Welfare Department*

The decentralisation of departmental functions, brought into effect in 1951, continued to work successfully. Social Welfare Officers in the States and Settlements were directly responsible to their respective Governments for matters concerned with General Welfare. Work in this field expanded during the year partly because the Resettlement programme resulted in closer contact between large sections of the population and government departments. The Welfare sections of Red Cross teams working in New Villages co-operated with the department in all States and Settlements.

Five New Social Welfare Sub-Offices were opened, one in Perak, two in Negri Sembilan and two in Trengganu. Plans were formed to open a further two Sub-Offices in Perak.

Officers at Headquarters consisted of the Chief Social Welfare Officer, Deputy Chief Social Welfare Officer, Chief Woman Assistant, Principal Probation Officer, Welfare Officer for the Blind, Officer-in-Charge of Training, Administrative Officer and Officer-in-Charge of Emergency Section.

With the general improvement in the Emergency situation it was found possible to intensify Social Welfare activities and to consolidate services in operation.

##### *Voluntary Organisations*

Voluntary organisations did much valuable work during the year. The Malayan Association for the Blind strengthened its position and the Central Welfare Council continued its good work. The introduction of Women's Institutes provided a much needed interest in rural areas.

Further details of voluntary work in various fields are given under the appropriate sub-heads in the Sections dealing with general welfare activities.

##### *Grants-in-Aid*

Thirty Children's Homes, 5 Maternity Hospitals and 4 other Institutions run by voluntary bodies received grants-in-aid. The average number of inmates accommodated was three thousand. The total number of people catered for amounted to 34,940. The average per capita contribution by Government per month was \$4.95.

Other Voluntary Organisations that received grants-in-aid from the Department included the Malayan Association for the Blind, Johore Bahru District Welfare Committee School Feeding Scheme, Young Women and Young Men's Christian Associations, and the Serendah Boys' Home.

### *Training*

Four departmental training courses were held. Two were for Senior Cadet Social Welfare Assistants and two for newly recruited Cadets.

In the first half of the year suitable class room and living accommodation for students proved difficult to obtain in Kuala Lumpur and in July a training course was organised at Seremban. In October accommodation was allocated in Kuala Lumpur and courses were resumed in the capital. A good lecture room, library and office gave adequate facilities.

A total of 42 students attended courses during the year. Six passed an examination with distinction, and 26 with credit; 7 more passed and 3 failed.

Senior officers of other Government Departments and members of Voluntary Societies co-operated most helpfully by giving lectures and facilities to students.

Three locally recruited officers were sent to the United Kingdom under the departmental Scholarship Scheme. One went to Nottingham University on a Probation Course and two to Swansea University to study for the Diploma in Social Science.

## GENERAL WELFARE ACTIVITIES

### *Public Assistance*

The number of persons assisted increased during the year, many new cases being referred to Social Welfare Officers by Resettlement Officers and Red Cross Workers. In addition, a growing number of individuals themselves approached the Department for help in settling their private difficulties: these persons were not only from the illiterate classes but were from the educated classes as well. Welfare Offices are becoming known to the public as Advice Bureaux.

A typical case was that of a widow left temporarily destitute with 7 young children and a mother to support. Her plight attracted the attention of the Press and \$2,000 was raised for her by public subscription in addition to the sum of \$3,200 which was due to her in Workmen's Compensation. Temporary assistance from the Department was however very necessary as the widow was completely demoralised by grief and had to be helped over a difficult period. The Social Welfare



Officer arranged for a house-site in a New Village and also arranged for her money to be banked in a Post Office Savings account. The welfare of the children was attended to and contact with the family was maintained until they were settled down and until the widow was able to manage her own affairs.

Another case was that of a Malay girl in Johore who, when found, was completely disfigured on one side of the face. The girl was sent to Australia for treatment in the Strathallen Crippled Children's Society Orthopaedic Home in Sydney: reports of great improvement have been received. It appears also that the girl has learned to read and write English, although, when found, she was completely illiterate.

Trust accounts were operated on behalf of some 1,500 persons mainly in respect of awards of Workmen's Compensation and Emergency Compensation. A great deal of case work is involved in the administration of these accounts in order to ensure that minors are properly benefited.

### *Old Peoples Homes*

There are eleven of these Homes and these during the year housed approximately 3,000 aged persons who had no other means. Two new Homes were built at Bedong in Kedah and at Taman Kemurin in Kelantan to replace two old and dilapidated buildings. The Home at Kuantan in Pahang had also to be closed because of dilapidation—and plans have been made to build a new Home in this State.

Considerable advances were made during the year with schemes for raising standards in the Homes. Each Home has a Board of Visitors or Guardians and gratitude is due to all these Boards for their valuable work on behalf of the inmates.

There are two Old Peoples Homes run by voluntary organisations: these receive Government grants-in-aid.

### *Community Development*

Nine community centres opened in Perak received help from the State Social Welfare Officer. Furniture and a wireless set were provided for a reading room in this State.

The Malacca Working Centre continued with useful work. Needy widows and orphans were given trade-training to enable them to support themselves: over 500 women and children have passed through this centre. In Johore, small parties were brought from remote Kampongs and introduced for the first time in their lives to public and civil Services in Johore Bahru and Singapore.

Various Social Welfare Officers took a keen interest in the Women's Institutes organised by Lady Templer and Miss Herbertson.

### *Blind Welfare*

Solid progress has been maintained throughout the year by the Blind Welfare Section and its new partner, the recently formed Malayan Association for the Blind.

The Princess Elizabeth School for blind children continued to be housed in the State Welfare Home, Johore Bahru. Forty-two children were accommodated. Four full time and two part time teachers were employed and the school was maintained by Government. Early in the year the Malayan Association for the Blind decided to build a new school on a very fine site reserved by the Johore State Government. The school will be fully residential for both children and staff and will be ready by mid 1953. Sixty children will be accommodated.

The foundation stone for the Gurney Training Centre was laid in Kuala Lumpur on December 18th by H. E. the High Commissioner Sir Gerald Templer. The centre is being built by the Malayan Association for the Blind and will be maintained by Government. Training will be given in a trade or profession to young people leaving schools for the blind. The centre will also be used for training and rehabilitating newly blinded adults.

A pilot workshop for the blind in the Social Welfare Home, Negri Sembilan, was started late in 1951. During 1952 six workers and four trainees produced 2,291 square baskets, 11,175 Bertam Sticks, 3,995 sq. ft. of Chicks, 51 Round Baskets, 177 Refuse Baskets and 94 office trays. The workers have gradually been brought on to "piece rates" which has stimulated output and quality.

The system of registration of blind persons was continued by all Social Welfare Offices and the numbers of registered blind increased considerably, the total at the end of the year being 1,934. Of this number 942 were from Kelantan where a very successful campaign was conducted. Subsequent medical treatment has in many cases resulted in persons regaining their sight, or where they are less fortunate, in their gaining admittance into a school or home.

Three blind printers continued to produce urgently needed books in braille for students and blind teachers.

### *The Emergency*

The Department continued to be responsible for the collection of dependants of detainees and banishees from all parts of the Federation for repatriation to China, India and Indonesia. Excellent co-operation



with Police, Resettlement, Chinese Affairs and District Officers enabled the Department to contact families often living in remote districts.

In March, Morib Camp which had been used as a transit camp for dependants, was handed over for use as a Malay Rehabilitation Camp. Dependants were transferred to the Transit Camp, Port Swettenham.

During the first half of the year shipping was not available and repatriation of Chinese detainees and dependants was at a standstill. Repatriation was resumed in June. 2,426 Chinese dependants, 190 Indians, and 10 Indonesians were repatriated by the Department during the year.

Assistance, mainly in the form of food parcels was given to families destitute as a result of the detention of the bread winner.

Food supplies by airdrops were arranged, with the help of the military authorities, to persons in isolated areas and also to aborigines aiding the Security Forces.

### *Emergency Relief*

Many calls were made on the Department to feed villagers in transit in connection with the Federation-wide Resettlement Scheme. In Kelantan 217 persons, evacuated from the remote kampong of Belum, were cared for for two weeks: the Perak Social Welfare Officer also received evacuees from Belum at Grik and Taiping.

The inhabitants of Kampong Ayer Hitam, Perak, received assistance after a whirlwind had caused havoc and fire-victims in Perak and Malacca were given relief in cash and kind in conjunction with help given by Voluntary bodies. Flood victims in Malacca received 364 Food parcels, 60 meals and 1,239 pieces of clothing. The Malayan Chinese Association proved most helpful in cases of sudden emergency, providing relief and personnel with speed and efficiency. Seven hundred food parcels were distributed in Pahang to a group of people suffering from the effects of crop failure due to drought.

### *Burma/Siam Relief Scheme*

The Scheme, inaugurated in 1947, is for relief to dependants of those who lost their lives or were disabled as a result of being sent to work on the Burma/Siam Railway by the Japanese. The number of persons receiving benefit falls yearly. At the beginning of the year 1,254 persons were in receipt of allowances as against 1,071 at the close of the year. 215 persons were removed from the register and 32 persons admitted. The full co-operation obtained from Managers of Estates and Mines and heads of Government departments enables this Scheme to be satisfactorily administered.





A Kelantan Silversmith at work. The piece of silver is held firm by setting in pitch





A young Malay completing a rattan basket



*Repatriation and Relief of Destitute British Subjects and Aliens*

Nineteen destitute British subjects were repatriated to the United Kingdom, twelve destitute families were repatriated to India, and thirteen destitute families to China. Temporary financial assistance was given to eight destitute British subjects.

## CHILDREN AND YOUNG PERSONS

*Child Welfare Work*

Further steps were taken during the year to set up Children's Services in the Federation. A Children's Officer was appointed to the State of Selangor, and plans were formed to extend the Service in other States and Settlements. The Service will co-ordinate all Welfare work for children who are in need and who are deprived of a normal home life, and will implement more fully the provisions of the Children and Young Persons Ordinance, 1948, and the Adoption Ordinance, 1952.

The Children's Officer is responsible for all transferred children, for supervision of children boarded out in foster Homes and for investigation of cases brought to her notice of ill-treatment of children. A further responsibility is that of placing children in need of care in Federal Homes or in Homes run by voluntary organisations.

Six Children's Homes were in operation in the Federation, and other mixed Homes were used as "Places of Safety". Federal Homes cared for approximately 800 children during the year. Matrons with nursing qualifications were recruited locally and the general standard of Federal Homes was improved during the year. Public interest in Children's Homes increased, and Boards of Visitors or Governors appointed to each Federal Home did valuable voluntary work.

A number of other children were cared for by the 30 Homes administered by voluntary organisations with the help of grants-in-aid.

*Youth Welfare Services*

Social Welfare Officers in all States and Settlements interested themselves in Youth work. In Ipoh a Boys' Club with a membership of 200 was formed under the patronage of Y.T.M. Raja Muda, Perak, and used the Social Welfare Office as its temporary headquarters. In Malacca the Settlement Youth Council administered a memorial fund for under-privileged boys. Two Youths Clubs were started in Negri Sembilan.

The need for very extended work in this field was fully realised, particularly in town and urban districts. Arrangements were made for a Boys' Club Adviser to be recruited and to start work early in 1953.



*Moral Welfare*

A number of cases of girl immigrants arriving in the Federation were referred to the Department. Contact was maintained with the girls concerned to ensure that they were not being used for immoral purposes.

*Feeding Schemes and Milk Centres*

In Perak 1,741 children of school age were given meals daily. The Education authorities co-operated in the administration of this Scheme. In Malacca 6,900 children of school age received meals daily. Plans were put in hand to transfer the responsibility of this Scheme to the Education and Medical Authorities, and for the Social Welfare Office to concentrate on undernourished children of pre-school age.

In Kelantan 703 children of school age received daily a cup of milk or cocoa. In Trengganu six kitchens were in operation at the start of the year to feed undernourished children, mostly of pre-school age. Five of these were closed during the year and three new ones opened. 247,776 meals were served during the year. This Scheme is very popular and funds are provided for the Social Welfare Office by the State Government.

Public Restaurants, at one time a Federal Commitment, have now in all cases been taken over by State or Settlement Social Welfare Offices. In Malacca 1,500 meals are served daily at reasonable controlled prices. In Negri Sembilan meals served in the Public Restaurant range from 30 cents to \$1.40 and the restaurant remains open from 6.30 a.m. to 11 p.m. every day except Sunday.

*Probation and Approved School Services*

Three expatriate and eleven locally recruited Probation Officers served over 50 Juvenile Courts throughout the Federation. Four Officers were recruited at the end of the year and recruitment will continue to bring the strength up to 33.

After-Care cases from Approved Schools and from the Youth Training Centre increased during the year.

Plans were formed to have a Remand Home in each State and Settlement. Trengganu is the only State that has a permanently established Remand Home at present, although Malacca and Province Wellesley have Homes housed in temporary accommodation. Negotiations were made to obtain sites for Homes or Hostels in Kelantan, Johore, Malacca, Penang and Kedah. A total of ten Remand Homes will be in use at the completion of this project.

The construction of a new Senior Boys' Approved School at Sungei Besi near Kuala Lumpur was commenced during the year. Boys from the School at present in use have been employed in helping to erect this new School and, for this purpose, were established in a small canvas camp on the site. Improvements and re-construction have been carried out in the Approved School, Taiping, Perak, to provide facilities for training recruits to the Approved School Services.

Telok Ayer Tawar in Province Wellesley continued to be used as a Camp School for girls and boys in need of care and protection. Sanction was obtained during the year to go ahead with plans for a Girls Approved School to be built in Malacca. This will be the first of its kind in the Federation.

## Part V

### DEPARTMENT OF THE ADVISER ON ABORIGINES

The Department of the Adviser on Aborigines has been somewhat handicapped by having to take over much of the expansion of the understaffed Museums and Libraries Department but nevertheless has managed to undertake some research work during the year. Aboriginal communities were visited in Kedah, Perak, Negri Sembilan and Johore and the lady Assistant Adviser, appointed in April, commenced an initial survey of the Selangor Aboriginal population. This had not been completed by the end of the year but one interesting point that came to light was that the Kuala Lumpur District, recorded in the 1947 Census as containing no Aborigines, actually contains some two hundred and fifty persons in four separate communities.

In the Research Station the *Orang Kanaq*, the smallest ethnic group in the Federation, removed from the Mawai area of Johore as a temporary measure, advanced considerably. The group built individual family houses raised off the ground, commenced vegetable growing, improved to a very marked degree their own material culture and took part in the communal life of the Station, mixing freely with other more advanced Aborigines. Several Aborigines made models of their distinctive house types for display in the National Museum, a weekly painting class was held for the children and the women were given instruction in making their own clothes. Recordings were made by the Department of Broadcasting and a programme of Aboriginal music was broadcast by Radio Malaya.

A hand book on the Aborigines—An introduction to the Malayan Aborigines—was prepared by the Adviser and issued to the Security Forces and to Government Departments.



## Part VI

## MUSEUMS AND LIBRARIES

At the beginning of the year the Museums and Libraries Department was still on a care and maintenance basis but, shortly after the arrival of the new High Commissioner, active steps were put in hand for expansion. Proposals agreed included increased staff; the building of a temporary National Museum in Kuala Lumpur to replace the Selangor Museum wholly destroyed by bombing during the war; the formation of local Museums, school loan collections and travelling exhibitions, and the preparation of popular literature. Financial and other considerations, however, prevented immediate action being taken on many of these proposals. It was found necessary, for example, to continue the temporary combination of the Department with the Department of the Adviser on Aborigines.

*Temporary National Museum*

By the end of the year the temporary National Museum was in an advanced stage of construction and was expected to be opened in February, 1953. This building contains an exhibition gallery some sixty feet long by twenty-five wide with a limited exhibition that is intended to show something of the past of all races that go to make up the Malayan Nation. An air-conditioned archives room is attached.

*Perak Museum*

The Perak Museum at Taiping attracted no less than 84,869 visitors, including 38,904 Chinese and 33,504 Malays. Pending the preparation of more attractive displays, cases damaged in 1941 were repaired and the internal fittings of many renewed. An exhibition of geological material was arranged by the Geologist, North Perak.

During the year an independant Federation of Malaya Arts Council was formed and proposals were advanced for the formation of a Federation Historical Society. Both bodies are non-official but work in close contact with the Department.

Widespread appeals were made asking for material in private hands to be made available to the Department. Through the very active co-operation of the Association of British Malaya, an outstanding series of gifts was received from old Malaysians residing in the United Kingdom. Among other interesting items was a particularly fine collection of Malayan silver from Sir Eric Miller. Some material, both Malay and Chinese, was also received from United Kingdom Museums. Within the Federation itself results were rather disappointing in spite of the circulation of nearly 50,000 pamphlets, printed in four languages,

offering rewards for material of interest to the Museum. Eight cannon were donated by H.H. the Sultan of Selangor. Community leaders and prominent citizens of Kuala Lumpur gave a fine collection of early maps, prints and oil paintings of Penang, and of Chinese export porcelain. The Government of Trengganu agreed to the loan of the Trengganu stone—a code of laws dated A.H. 702 and the earliest Malay inscription yet found in the Federation—which had formerly been displayed in the Raffles Museum.

### *Field Work*

In the circumstances it was not found possible to embark on an extensive programme of field work but material was recovered from Kedah, Perak and Johore. The Settlement of Malacca and the States of Negri Sembilan, Kelantan and Pahang took active steps to acquire local material of interest for their own Museums. Of particular interest was the discovery in a Johore Malay Kampong of three sixteenth century Chinese export-ware plates, whilst from another Johore site over two hundredweight of pottery and a series of Chinese coins starting with an Emperor of the Tang Dynasty were obtained.

In the Museum collections particular progress was made with the Coins and Medals Section which grew during the year from less than a dozen coins of local interest to nearly fifty medals and upwards of five thousand coins. An interesting discovery in Trengganu was that of two Malay gold *dinar* dated A.H. 1213—the second known example of a dated Malay coin. The exact identity of the minting authority is still uncertain.

In the archaeological collections much of the Neolithic pottery recovered in 1951 was restored, and casts were made of outstanding items in the collections of the Raffles Museum. An initial examination of Chinese export-ware shards was commenced and the presence of 13th-14th century Sawankalok was confirmed in the case of two Johore sites. A unique piece of South China export ware, consisting of an olive green glazed ware ornamented with white slip dots, was discovered at Kota Tinggi and passed to the British Museum.

Work in cataloguing and sorting the considerable collections in the Archives Section was greatly facilitated by the appointment of a European lady as temporary Archivist. Under the Preservation of Books Ordinance, some 365 publications, excluding newspapers, were received and duplicate copies forwarded to the British Museum and University of Malaya libraries. An effort was made to build up the reference collections which now contain 29 pre-19th century books directly relating to the Peninsula. The earliest work, *Novum Itinerarium Aethiopiae, Aegipti, utriusque Arabiae, Siriae ac Indiae*



*intra et extra Gangem*, was published in 1511. The collections contain maps and map reproductions ranging from A.D. 1522 to the middle of the 19th century. Students of the University of Malaya made considerable use of the Archives section during the year.

#### *Colombo Exhibition*

A display of Malay silver, woodwork and cloth was exhibited at the Colombo Exhibition and proved very popular with the local population.

The Acting Director paid two visits to Ceylon during the year and gained valuable experience with the Colombo Museum and in the field with the Archaeological Service. He also visited Museums in the United Kingdom and in Bangkok where he discussed Malayan problems and obtained Malayan material for display in the Federation Museums.

## Chapter VIII

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### LEGISLATION

During the year 1952 the Federal Legislative Council passed in all 86 Ordinances. These Ordinances consist of the following:

Consolidations	...	...	...	18
New	...	...	...	21
Amending	...	...	...	35
Extended Application...	...	...	...	4
Supply	...	...	...	8

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86  
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Those Ordinances of particular interest are as follows:

- (1) The Colonial Prisoners Removal Act, 1884 (Application to the Malay States) Ordinance, 1952.

This measure brings into operation on 1st April, 1952 the Colonial Prisoners Removal (Malay States) Order, 1952 which applies the Colonial Prisoners Removal Act, 1884 to the Malay States.

- (2) The Rubber Industry (Replanting) Fund Ordinance, 1952.

This measure is designed to provide for the collection and application or distribution of funds for the purpose of facilitating the replanting of rubber.

A Board will be instituted for the administration of the Fund.

- (3) The Police Ordinance, 1952.

This measure incorporates the various provisions affecting the police which were contained in sundry legislation and in addition gives effect to certain principles which are implicit in the role of the police in present times. Many of the provisions have been based on the corresponding police legislation of Kenya and Fiji.

- (4) The Legislative Council (Privileges and Powers) Ordinance, 1952.

This measure defines and declares the powers and privileges of the Legislative Council, to secure freedom of speech and debate or proceedings in such Council and to give summary



protection to persons employed in the publication of papers of such Council.

- (5) The Federation of Malaya Agreement (Amendment) Ordinance, 1952.

This measure amends the Federation of Malaya Agreement, 1948 relating to the law of citizenship which is contained in Part XII of the Agreement.

- (6) The Federation Regiment Ordinance, 1952.

This measure provides for the establishment of a Federation Regiment and applies to it, with certain modifications, the provisions of the Malay Regiment Enactment of the Federated Malay States (Cap. 41) relating to discipline, enlistment and terms of service.

- (7) The Sale of Food and Drugs Ordinance, 1952.

There is no legislation relating to foods and drugs in the States of Trengganu and Perlis.

This measure consolidates the existing legislation in the other Malay States and Settlements and applies it throughout the Federation.

- (8) The Poisons Ordinance, 1952.

This measure replaces the existing legislation on poisons in force in the former Federated Malay States, Johore, Kelantan, Kedah, Trengganu and the Settlements.

It does not precisely follow any existing legislation in Malaya or the United Kingdom.

- (9) The Dangerous Drugs Ordinance, 1952.

The general scheme of this measure follows the arrangement of the Dangerous Drugs Acts, 1920 and 1925 of the United Kingdom.

It replaces all legislation relating to deleterious drugs and the Opium and Chandu Proclamation.

- (10) The Mental Disorders Ordinance, 1952.

The object of this measure is to unify the law throughout the Federation relating to Mental Disorders, and to supply legislation on this subject in the States of Kelantan and Perlis in which there is at present none.

- (11) The Local Councils Ordinance, 1952.

This is a new measure to provide for the creation and administration of local Council areas and to confer responsibility and authority upon local councils.

(12) The National Service Ordinance, 1952.

This measure provides for the registration of persons for national service and for the call up of persons so registered to perform services in the local forces, the police force and civil defence forces.

(13) The Adoption Ordinance, 1952.

There is no legislation relating to adoption in the Malay States.

This measure is based on the United Kingdom Adoption Act, 1950, and also incorporates all the provisions of the Straits Settlements Ordinance of 1939.

(14) The Customs Ordinance, 1952.

This measure consolidates with amendments the law relating to customs, so as to ensure a common system of administration throughout the Federation.

(15) The Civil Marriage Ordinance, 1952.

This measure is based upon the Civil Marriage Ordinance, 1940 of the Straits Settlements which has been modified so as to apply to the Federation or to simplify the procedure.

Its purpose is to enable all persons in the Federation, other than Muslims, to contract, if they so desire, a monogamous civil marriage.

(16) The Federation of Malaya Cadet Corps Ordinance, 1952.

This measure provides for the establishment of a Cadet Corps under the general direction and supervision of the General Officer Commanding Malaya. Its purpose is to train youths in military defence and leadership.

(17) The Military Forces Ordinance, 1952.

The purpose of this measure is to make legislative provision enabling regular military forces of all arms or branches of the service to be raised in the Federation in addition to the existing Malay and Federation Regiments.

(18) The Registration of Marriages Ordinance, 1952.

This measure provides for the registration of marriages solemnised or contracted within the Federation, other than a marriage one of the parties to which professed at the time of such marriage the Christian religion or the religion of Islam.

(19) The Registration of Adoptions Ordinance, 1952.

This measure provides for the registration of *de facto* adoptions.



(20) The Education Ordinance, 1952.

This measure introduces into the Federation a comprehensive system of education designed to follow a national pattern and to fulfil certain fundamental purposes:

1. The achievement of the sound education of all children in the Federation, using in the main, for this purpose, the English and Malay languages.
2. The bringing together of pupils of all races in national schools with a Malayan orientation.
3. The provision of reasonable facilities, for those children whose parents or guardians so desire it, for learning the Chinese language, in the medium of Kuo Yu, and the Tamil language.
4. The variation, as circumstances demand, of the extent of the use of the English and Malay languages in achieving the main educational purpose throughout the Federation.

With the coming into force of this measure the existing laws relating to school attendance and the registration of schools, other than religious schools, are repealed.

(21) The Federation of Malaya Security Loan Ordinance, 1952.

This measure authorises the raising locally of a loan not exceeding one hundred million dollars to meet expenditure in connection with the prosecution of the Emergency.

(22) The Immigration Ordinance, 1952.

This measure consolidates the law relating to, and further regulates, immigration into the Federation.

(23) The Medical Registration Ordinance, 1952.

This measure provides for the registration of medical practitioners throughout the Federation.

(24) The Merchant Shipping Ordinance, 1952.

This measure consolidates and amends the law with respect to Merchant Shipping.

(25) The Divorce Ordinance, 1952.

This measure consolidates and amends the law relating to divorce as it concerns persons married under any law of marriage under which monogamy is the rule.

(26) The Prisons Ordinance, 1952.

The object of this measure is to unify the law in the Federation relating to prisons.

It follows closely the Federated Malay States Enactment and does not seek to effect any change in substance.

(27) The Air Navigation Ordinance, 1952.

This measure unifies the law relating to the control and regulation of aviation.

(28) The Workmen's Compensation Ordinance, 1952.

This measure provides for the payment of compensation to workmen for injury suffered in the course of their employment.

(29) The Lotteries Ordinance, 1952.

This measure makes provision for the grant of permits for the promotion of public and private lotteries for philanthropic, religious, educational, welfare and other charitable purposes and makes provision for the levy of a tax on lotteries and other matters connected therewith.

The provisions of this measure do not apply to—

(a) lotteries promoted by the Social and Welfare Services Lotteries Board ; and

(b) sweepstakes affected by the Betting and Sweepstake Duties Ordinance, 1948.

#### THE LEGAL DEPARTMENT

The authorised establishment of the Legal Department included the Attorney-General, the Solicitor-General, the Legal Draftsman, the Assistant Legal Draftsman, three Senior Federal Counsel and nine Federal Counsel, making a total of 16. In addition there was a leave reserve of three and one locally recruited officer was attached to this Department for training. Of these officers, six are stationed away from Headquarters to act as Legal Advisers to States and Settlements.

The legal and legislative problems of the Federation continued to be heavy. Owing to the continuation of the Emergency throughout the year much Emergency subsidiary legislation was passed. The criminal prosecution side of the Department's work showed no signs of decreasing. It was found necessary to provide two fulltime Deputy Public Prosecutors at Headquarters and one, in addition to the Legal Adviser, at Johore Bahru and Ipoh. The expansion of certain other Departments, particularly the Police, threw an increased burden of work upon the Legal Department, which has not itself been expanded.





## Chapter IX

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### JUSTICE, POLICE AND PRISONS

#### Part I

#### JUSTICE

There were no important changes in the organisation of the Courts during the year though certain proposals were under consideration. The most notable was a new system of recording and dealing with criminal cases in Subordinate Courts, designed to reduce delays to a minimum and to enable a better supervision by the High Court. A committee, appointed by the Chief Justice and under the chairmanship of Mr. Justice Briggs, was examining the proposal at the end of the year and it is hoped to institute the system in 1953.

Great difficulties were experienced in the securing of staff in the grades of President Sessions Court, Magistrate and Interpreter. The arrival of a new President from overseas in December, ameliorated the situation in the Sessions Courts and made possible the posting of a second President to Kuala Lumpur, where the work has greatly increased. The Emergency and the staff shortages in the Administrative Services from which magistrates are seconded, made it difficult to keep Magistrates' Courts adequately staffed and precluded any resumption of the system of attaching Magistrates to the Supreme Court for training. A heavy drain on the Interpreters' Service, particularly as regards Malays, resulted from the creation of new posts in other departments. The intake of suitable candidates proved insufficient to meet this drain and the adequate staffing of these grades was made possible only by the securing of temporary officers and the employment of pensioners. It is expected that these difficulties will continue for several years.

During the year two Judicial Scholarships, in respect of the years, 1951 and 1952, were awarded to Malay Officers who had been seconded for magisterial duties. Two similar scholarships have already been awarded in respect of previous years so that there are, in all, four officers now studying for the Bar in the United Kingdom. None of these will return to Malaya before the end of 1954. In addition, three officers are being assisted to qualify as barristers by grant of loans to cover fees, etc., passages to the United Kingdom and study leave. Two of these have proceeded to the United Kingdom, and the third is expected to follow in 1953.



During the year, the Court of Appeal sat at Kuala Lumpur fifteen times, and at Penang twice, Ipoh twice, Kota Bharu twice and Johore Bahru once. The Chief Justice of the Federation sat in the Court of Appeal in Singapore on four occasions and the Chief Justice of Singapore sat in the Federation on ten.

The Rule Committee met twice during the year. This Committee, which was appointed by the Chief Justice in 1951 to prepare a unified set of Civil Procedure Rules for the Federation, has been awaiting the issue of the new English Rules of Civil Procedure. The revision of these last has now been completed and accordingly the Rule Committee will also be able to complete its task.

Statistics disclose a considerable increase in Criminal work, particularly in the High Court and the Magistrates' Courts, and a decrease, though not so pronounced, in Civil Work. Revenue collected has also increased considerably.

#### STATISTICS

##### (a) Court of Appeal:

- (i) *Criminal*—113 appeals were registered. 99 appeals were heard relating to 123 persons; 60 appeals were against sentences of death; 43 of these were under the Emergency Regulations.
- (ii) *Civil*—77 appeals were entertained. At the end of the year 17 appeals were pending.

##### (b) High Court:

- (i) *Criminal*—368 cases involving 439 persons in respect of 494 charges were decided, resulting in 64 discharges, 61 acquittals, and 356 convictions. There was one finding of insanity and 12 cases were remitted or transferred to other Courts.
- (ii) *Civil*—1,260 civil suits were disposed of compared with 1,463 in 1951. 151 grants were resealed in 1951. Miscellaneous Applications in Chambers were 3,470 as compared with 4,048 in 1951. 68 Bankruptcy Petitions were filed. 112 Bankruptcy Notices were issued and 38 Receiving Orders were made. The figures in 1951 were 48, 80 and 21 respectively.

##### (c) Sessions Courts:

- (i) *Criminal*—4,894 cases involving 5,636 persons in respect of 6,385 charges were decided. Convictions were recorded on 3,796 charges.
- (ii) *Civil*—1,161 civil cases were disposed of compared with 1,479 in 1951.

## (d) Magistrates' Courts:

(i) *Criminal*—85,289 cases involving 97,577 persons in respect of 101,746 charges were decided. Convictions were recorded on 84,513 charges.

(ii) *Civil*—5,641 civil cases were disposed of compared with 5,726 in 1951.

## (e) Inquests and Enquiries into Deaths:

There were 3,124 Inquests and Enquiries into Deaths during the year.

## (f) Revenue:

Supreme Court	...	...	\$ 432,506.00
Sessions Courts	...	...	278,100.00
Magistrates' Courts	...	...	2,195,995.00
			<hr/>
			\$2,906,601.00
			<hr/>

## Part II

## FEDERATION OF MALAYA POLICE FORCE

## STRENGTH

The strength of the regular Police Force at the 31st December, 1952, as compared with the strength at the beginning of the year, was as follows:

			1-1-52.		31-12-52.
Gazetted Officers	...	...	572	...	624
British Inspectors	...	...	2	...	—
Asian Inspectors	...	...	612	...	751
Police Lieutenants	...	...	750	...	697
Rank and File (Including Extra					
Police Constables)	...	...	22,840	...	22,758
Detectives	...	...	816	...	820
Police Clerks and Interpreters	...	...	335	...	320
Temporary Clerks	...	...	527	...	581

Casualties during the year as compared with 1951 were as follows:

			1951.		1952.
Retired on age limit	...	...	191	...	149
Retired on Medical grounds	...	...	160	...	154
Killed	...	...	86	...	63
Died	...	...	51	...	40



				1951.		1952.
Resigned ...	...	...	...	260	...	265
Discharged	...	...	...	289	...	218
Transferred	...	...	...	49	...	8
				<hr/> 1,086	...	<hr/> 897

Mr. W. N. Gray, C.M.G., D.S.O., who had been Commissioner of Police since 12th August, 1948, resigned on 13th January, 1952, and was succeeded by Col. A. E. Young, seconded from the City of London Police for an initial period of twelve months (afterwards extended for a further two months). Col. A. E. Young assumed command of the Force on 18th February, 1952 and in the interim period Mr. W. D. Robinson, O.B.E., Deputy Commissioner, acted as Commissioner of Police.

No further National Servicemen were directed into the Police after 15th February, 1952. The total number of National Servicemen in the Force at the end of the year was 3,925, posted as follows:

Regular Force	...	...	...	643
Jungle Companies	...	...	...	682
Special Constabulary	...	...	...	2,600

Recruitment during 1952 was as follows :

Gazetted Officers	...	...	...	78
Inspectors	...	...	...	131
Inspectors (Contract)	...	...	...	34
Police Lieutenants	...	...	...	124
Rank and File	...	...	...	2,594
Special Constabulary	...	...	...	6,041

### *Police Ordinance, 1952*

This Ordinance became effective on the 15th November, 1952.

### *Re-organisation of the Force*

In March, 1952, Federal Police Headquarters was re-organised into five departments each in charge of a Senior Assistant Commissioner.

These departments are as follows:

- A. Dept. ... Administrative.
- B. Dept. ... Operations, Jungle Companies, Auxiliary and Special Constables.
- C. Dept. ... Finance, Stores and Buildings, and Technical Departments.
- D. Dept. ... C.I.D.
- E. Dept. ... Special Branch.

A second Deputy Commissioner of Police was appointed in order that close liaison between Federal Headquarters and contingents could be maintained. Chief Police Officers were given the rank of Senior Assistant Commissioner. Approval was obtained towards the end of the year for the creation of a new rank of Deputy Superintendent of Police. Eleven Army Officers were seconded for duty with the Police Force at the beginning of the year and at the end of the year this number remained unaltered.

In March, 1952 the Organisation and Methods Adviser commenced a survey of the clerical, administrative and financial procedures used by the Force at all levels. He was assisted by a Superintendent and two Assistant Superintendents of Police. This survey had not been completed by the end of the year, but many changes had been made on the advice of the Organisation and Methods Adviser including the introduction of a mechanised pay system into many Contingents which will eventually be introduced into all units of the Force.

#### *Operation "Service".*

Operation "Service" was launched on 15th December, 1952. The campaign is designed to bring about a new relationship between the police and the public and to establish the police not as a force but rather as a service which is both respected and esteemed. The main theme is that the Police are not only concerned with the enforcement of law but that they are also concerned with providing a service to the public. The Police themselves should therefore aspire to become the true friends of the public, and the public, on their part, should give the police their confidence and co-operation.

#### *Jungle Companies*

Twenty-one Jungle Companies were in existence at the beginning of the year and on May 1st the Police assumed control of the Perak Aboriginal Areas Constabulary as an additional Jungle Company.

Towards the end of the year it was decided to disband four of these Companies. Two were disbanded by 31st December, 1952 and on that date the strength of Jungle Companies was:

Gazetted Officers	...	...	27
Inspectors/Police Lieutenants	...	...	110
Rank and File	...	...	4,638
Total			<hr/> 4,775 <hr/>



The Jungle Companies have gained an enviable operational record for themselves; 16 men received awards for gallantry or meritorious service during the year.

### *The Special Constabulary*

In March, 1952, a clear policy governing the training, authorisation and employment of the Special Constabulary was evolved. Its important features were:

- (a) For a period of 12 months there was to be no expansion of numbers beyond 42,000;
- (b) A two months' training course would be provided for all recruits to the Special Constabulary;
- (c) Training of all Special Constables would be achieved by a temporary withdrawal for this purpose of not more than 10 per cent. of the total establishment, one month's course being provided within Contingents and the whole retraining programme to be completed within twelve months;
- (d) Special Constables would be withdrawn from these estates and mines where the degree of risk or the small numbers employed did not justify such ineffective use of Police ;
- (e) The Police would plan to use the Special Constabulary as aggressive mobile patrols in order to give protection to an area rather than to a static point.

### *Training of Special Constables*

The retraining of serving Special Constables commenced immediately within Contingents in schools which existed at the time and, where insufficient accommodation was available, additional buildings and new schools were erected during the year. The building commitment amounted to three new schools (one in Perak with accommodation for 800, one in Negri Sembilan with accommodation for 360, and one in Johore with accommodation for 600) and extensions to existing premises in Selangor.

Providing these schools with instructors and administrative staff was a formidable problem which had to be overcome at the expense of men on the ground. But the difficulties were surmounted and by the end of the year all schools were functioning at full capacity. The assistance of the Malay Regiment in training instructors was invaluable.

By the end of December, 1952, 22,876, out of a total strength of 40,224 Special Constables in Contingents, had received 26 days intensive training. In the Contingents where schools had to be built, training could not start until late in the year. The Negri Sembilan School opened in September and the Schools in Perak and Johore in

October, but these three Contingents managed to train 47 per cent. of their strengths by the end of the year.

In the remaining seven Contingents an average of over 70 per cent. received training; representing an overall percentage of 57 per cent. of the total force.

In May, a Detention Camp at Tanjong Kling, Malacca was converted into a Depot for the two months basic training of Special Constabulary recruits, and in the remaining eight months of the year 3,203 Specials were trained there.

### *Area Security Units*

In June, 1952, instructions were issued to the Force setting out the manner in which the Special Constabulary should graduate from static guard duty to the new role of ensuring the security of areas by active patrolling. In defining the changed responsibilities, emphasis was placed on the need for Special Constables to supply armed escorts previously supplied by the regular Police and, progressively, to relieve the latter of all duties requiring the use of arms so as to allow them to assume their proper functions of maintaining law and order and providing service to the public.

In December, 588 Area Security Units (10,718 men) had been formed and were operating.

### *Reduction in Establishment (Special Constabulary)*

Following an examination of the Force Establishment in November 1952, a decision was taken to reduce over the next 12 months the approved maximum numbers of the Special Constabulary from 42,000 to 32,000. Such a step, which was in harmony with the accepted principle of achieving better results with smaller numbers of properly trained and led men, was considered to be possible by reason of the changeover to mobile area security duties. The progressive replacement by regulars of Special Constables employed on regular police station duties was another reason for this reduction in strength.

Parallel with this, a scheme was prepared during the year whereby all members of the Special Constabulary who completed 5 years unbroken service would become eligible for discharge or have the option of

- (a) continuing their service in the Special Constabulary for a further period of three years, or
- (b) if qualified, joining the Regular Force or the Jungle Companies, or,
- (c) taking their discharge from the Special Constabulary in order to enter one of the local military formations.



The scheme included an undertaking by Government to resettle ex-Special Constables on the land, or to provide vocational training for those who desired it.

During the year 154 Special Constables were killed in the execution of their duty.

### *The Auxiliary Police*

Consequent upon the coming into force of the Police Ordinance, existing Auxiliary Police units were organised as embryo Police Volunteer Reserve units in anticipation of Regulations being passed and a Police Volunteer Reserve being established.

The strength of Auxiliary Police units at the end of the year was 3,041 all ranks.

### TRAINING

Training was considerably in arrear at the end of 1951, and an intensive effort was made in 1952 to overtake these arrears and to consolidate future training.

The following training courses were arranged during the year:

#### *For Officers*

United Kingdom Courses for Gazetted Officers and Inspectors.

Pre-posting courses for Gazetted

Officers	...	...	...	...	12	Officers attended during the year.
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Ryton Police College	...	...	...	10	Officers attended during the year.
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Hendon, Metropolitan Police School	7	Officers attended during the year.
------------------------------------	---	------------------------------------

#### Local Courses

##### (a) The Police College.

Although construction was not entirely completed the Police College at Kuala Kubu Bharu, Selangor, opened unofficially on 21st October, 1952, with a course for 19 Gazetted Officers. These Officers studied Law, Procedure and the Malay language in preparation for their prescribed examinations.

##### (b) Chinese Language School,

Cameron Highlands	...	...	20	Gazetted Officers, 17 Inspectors and 9 Police Lieutenants studied Cantonese or Hokkien.
-------------------	-----	-----	----	---

- (c) Police Training Centre, Fraser's Hill ... 76 Gazetted Officers and 43 Police Lieutenants attended a four weeks course in Law and Malay during the year. The school closed in December in view of the completion of the Police College.
- (d) Inspectors Training at the Federal Police Depot ... 120 Inspectors passed out during the year.
- (e) Police Lieutenants Pre-posting Course Federal Special Constabulary Depot., Tanjong Kling 71 Newly appointed Police Lieutenants attended a two months pre-posting Course.
- (f) Courses at District Level... 40 Police Officers at OSPC/OCPD level attended four separate 3 day courses arranged by the Director of Operations' Staff.
- (g) Farelf Training Centre, Kota Tinggi, Johore ... 2 Gazetted Officers, 4 Inspectors, and 45 Police Lieutenants attended Jungle Warfare Courses.
- 2 Inspectors and 12 Police Lieutenants attended Platoon Weapons Courses.
- 3 Inspectors and 38 Police Lieutenants attended Coaching and Firing Point Instructors Courses.
- 2 Gazetted Officers attended Company Commanders' Conference.



*Regular Rank and File*

## (a) Subordinate Police Officers Training

Centre, Kendong                      ...                      596                      selected                      Malay  
    Subordinate                      Police  
    Officers attended a ten  
    weeks course during  
    the year.

(b) Federal Police Depot, Kuala Lumpur                      During the year 2,594  
    Regular Police recruits  
    completed their train-  
    ing at the Depot.

*Specialist Training*

## (a) M.T. Drivers.

A Police Driving Wing for the specialised training of police  
 drivers was opened at the R.A.S.C. School, Nee Soon,  
 Singapore.

## (b) Signals.

Training of signals personnel at the Federal Police Depot  
 continued satisfactorily. The following were trained  
 during the year:

475 W/T Operators.

422 R/T Operators.

54 Engine Mechanics.

(c) 236 Armourers Mates completed training. Further and more  
 advanced training of selected Armourers Mates is being  
 undertaken with Army assistance in Singapore, those success-  
 ful being graded as full Armourers.

## (d) Storemen and Equipment Repairers.

31 Storemen completed training at the RAOC (FE) School,  
 Singapore.

18 Equipment Repairers have also been trained at the RAOC  
 School.

Further courses are being run for both Storemen and  
 Equipment Repairers.

## (e) Marine Branch.

Primary and refresher courses for Marine Police proceeded  
 satisfactorily.

## (f) Armoured Railcar Crews.

Training commenced in November, 1952, for personnel to  
 man Armoured Railcars.

*“Special Branch” Training School*

During the year the following attended Special Branch C.I.D. Courses:

10 Superintendents.
67 A.S.Ps.
54 Inspectors.
17 Contract Inspectors and
129 Detectives.

In addition 46 National Service Police Constables who were specially selected, attended a Special Branch, C.I.D. Course.

*Literacy Training for Special Constabulary*

In October, 1952, literacy training for Special Constables commenced at Tanjong Kling Federal Constabulary Depot, and in December at the Perak Training School in Ipoh. The “Laubach” system, was employed and after twelve twenty-minute lessons, a man of average intelligence was able to read and write simple sentences in both Romanised and Jawi scripts. 309 Special Constables from Tanjong Kling passed the examination set by the Education Department.

## FORCE TRANSPORT

The following vehicles were added to the Force fleet during the course of 1952, bringing the total number of vehicles on charge to 2,532:

G.M.C. Armoured Personnel Carriers	...	408
Lynx Armoured Scout Cars	...	270
Land Rovers (semi-armoured)	...	120
A. 70 Austin Pick-ups	...	150
Staff Cars (Ford Custom)	...	12
Semi-Armoured Limousine	...	1

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Total ... 961

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These additions placed a strain on maintenance facilities, on provision of stores of all types and on available sources of drivers and technicians. Difficulties however were successfully overcome.

Early in the year arrangements were made with Headquarters F.A.R.E.L.F. for the training of regular police as drivers, to supplement the numbers which could be trained locally in Contingents. By the end of 1952, 144 police had successfully completed the Army Course. Retraining of existing drivers was undertaken by Contingents.

Towards the end of the year a start was made on the task of reorganising the administration of Police transport using, where



appropriate, the existing Army system as a basis. The work is proceeding.

Newly completed permanent buildings at the Police Depot, Kuala Lumpur were taken over in November as the Federal Motor Transport Stores.

Comparative strengths of M.T. Staff are as follows:

		1st June, 1952.		31st Dec., 1952.
Drivers	...	2,106	...	2,237
Technicians	...	120	...	130

Mileage covered during the year as compared with 1951 was as follows:

1951.		1952.
21,931,397 miles	...	24,828,456 miles.

#### MARINE

Formerly, the Marine Branch was based in Penang under the Command of an Assistant Superintendent of Police directly responsible to the Chief Police Officer, Penang. In April, 1952, the organisation was changed to provide for marine control to be exercised by an Assistant Commissioner at Federal Headquarters, assisted by a Superintendent, with Divisions at Penang and Johore Bharu, each under an Assistant Superintendent of Police. Two other Assistant Superintendents of Police, were placed in charge of Training and Maintenance Divisions. Police Lieutenants were appointed as Patrol Supervisors to each of the six 72' sea-going launches and in certain Contingents as Staff Officers, Marine, responsible for all Marine matters.

Sea-going launches are now operated federally, through the Divisions at Penang and Johore, the remainder of the marine craft being under the operational control of Contingents but maintained and repaired by the Marine Branch.

In September approval was given in principle for a main base to be built at Johore Bharu where suitable property had been requisitioned and where stores for small repairs were already held. A considerable building programme for 1952/53 was approved and commenced during the year. During the year the Branch took over the complete organisation for the production, maintenance and repair of sampan hulls and outboard motors.

Comparative mileage covered by Marine Launches in 1951 and 1952 is as follows:

1951.		1952.
38,513	...	122,049

The Marine staff assisted in 251 investigations during 1952.

At the Marine Training School, Penang, 40 recruits were trained and 41 personnel attended refresher courses.

### POLICE COMMUNICATIONS

#### *High Frequency W/T*

##### (a)—General

A total of 161 working stations which existed at the beginning of 1952 was reduced to 95 by the end of the year and replaced by V.H.F. equipment. These 95 stations provided a separate independent communications system in each Contingent and a superimposed Federal net, linking all Contingent Headquarters with Federal Headquarters. Marine communications have been steadily improved. A survey cruise at the end of the year demonstrated the ability of the H.F. equipment on Police launches to communicate without difficulty with any Police Marine Station in Malaya from any point along the West coast of Siam and as far as South Burma.

##### (b)—Jungle Companies

The provision of wireless equipment for Jungle Companies has been a major problem. Delay in deliveries of the improved jungle set, the H.P. 21 (F.H. portable Trans/Receiver), necessitated the loan from the Army of 80 No. 68 sets, which did much to fill the gap. The first prototypes of the H.P. 21 arrived in September and tests proved reasonably satisfactory. The H.P. 21 is being issued together with a large and more powerful set (the G.R. 49) for use as a Company Headquarters Station. When the issue is complete each company should be entirely self-sufficient in its communications.

#### *V.H.F.*

Work on the extension of V.H.F. communication to all Contingents progressed steadily. During the year, remote control transmitter stations were completed and brought into operation at Maxwell Hill (Perak), Bukit Peninjau (Pahang), Bukit Banang and Mersing (Johore) and Bukit Besar (Trengganu). The number of static and mobile stations increased from 164 and 40 to 377 and 143 respectively.

#### *V.H.F. System for Estates and Mines*

A V.H.F. Scheme for Estates and Mines was introduced in the latter part of the year in Kedah, Johore, Selangor, Malacca and Negri Sembilan, with a total of 85 Stations.



*General*

With the exception of Trengganu and Kelantan all Contingent Headquarters are linked to Federal Headquarters by teleprinter.

Further progress has been made towards the standardisation of Police exchange numbers (i.e. 22, 222, or 2222). Larger and more modern exchanges have been installed in several Contingent Headquarters and further plans to continue to improve these facilities are being implemented.

*Signals Traffic*

A comparison of the statistics of 1951 and 1952 is as follows:

	1951.		1952.
Wireless ...	16,534,654 (messages)	...	14,084,753 (messages)
Teleprinter ...	3,610,965 ( „ )	...	3,920,487 ( „ )

The reduction in the number of wireless messages is the result of V.H.F. stations taking over much of the traffic which a Contingent formerly sent by H.F. W/T.

The comparative strength of the Police wireless Branch at the beginning and at the end of the year was as follows:

	1-1-52.	31-12-52.
W/T Operators ... ..	531	707
W/T Operators (under training) ...	98	52
Teleprinter Operators ... ..	28	34
Engine Mechanics ... ..	35	79
Engine Mechanics (under training)	29	6

## SUPPLIES

The principal development in the Force system of supplies has been the decentralisation of the issue of stores by the establishment of sub-depots at Kota Bharu (to serve Kelantan and North Trengganu), Kuantan (to serve South Trengganu and East Pahang), Kuala Kangsar (to serve Kedah/Perlis, Penang and Perak) and Seremban (to serve Negri Sembilan, Malacca and Johore), Selangor and West Pahang continuing to draw from the Federal Stores Depot in Kuala Lumpur. By designating Circles, Districts, Training Schools, and Jungle Companies as self-accounting units and so enabling them to indent upon the sub-depots direct, it has been possible to reduce the time lag between the demand and receipt of stores.

Concurrently with this measure, the system of accounting for stores and supplies has been redesigned on the basis of the system obtaining in the Army. During the latter part of 1952, regular Police rank and file in limited numbers were trained in stores procedure.

The new Federal Stores buildings in Kuala Lumpur were completed and occupied in December but because of the increased holdings of stores it was found necessary to retain in use all old accommodation.

During the year 28,674 packages of stores of all descriptions weighing 997 tons were received. These included 1,000,000 yards of cellular shirting and 750,000 yards of khaki drill. \$2,759,302 was spent on local contracts and purchase of stores. 845,000 operational rations of various types were produced and 992 airdrops, of a total weight of approximately 500 tons, were made to Police patrols in the jungle.

Much time has been given by the Force Armaments staff to the procurement of shotguns and carbines for the Home Guard and to the selection and training of 198 regular Police as armourers' mates to provide a maintenance service for Home Guard weapons. In all, 31,000 shotguns and 12,000 carbines were obtained from the United States (3,675 of the 12,000 carbines going to the Home Guard) and 1,250,000 rounds of shotgun ammunition were packed locally in airtight tins of five rounds each.

Issues to the Force from the Bulk Arms and Ammunition Stores amounted to 70,000 weapons of all categories and 14,000,000 rounds of ammunition.

Valuable help and guidance in the storage of, and in the accounting for, arms and ammunition, has been given by three Inspectors of Ordnance officers made available by General Headquarters FARELF.

#### BUILDING PROGRAMME

The following is a summary of Police buildings undertaken during the year:

Special Constabulary Training Schools and Depot ...	5
Officers' Messes ... ..	3
Gazetted Officers' Quarters ... ..	41
Lieutenants and Inspectors' Quarters ... ..	189
Married Quarters for Clerks ... ..	38
Married Quarters for Rank and File ... ..	940
New Police Stations and Posts ... ..	35
New District Headquarters ... ..	4
New Circle Headquarters ... ..	1
Magazines ... ..	7
Armouries ... ..	8



Work also commenced on a large number of miscellaneous buildings.

Expenditure on Police Buildings during the year totalled approximately \$25,000,000.

### FINANCE

The actual expenditure under the Police Head of the estimates during 1952, was \$174,507,102 (excluding buildings) of which the Special Constabulary accounted for \$53,870,520 in personal emoluments.

Some detailed expenditure is given as under :

(a) Personal Emoluments (excluding the Special Constabulary) ... ..	\$62,409,605
(b) Other charges, annually recurrent ... ..	\$27,796,783
(c) Other charges, Special Expenditure (including the Special Constabulary) ... ..	\$84,300,714

### CRIMINAL INVESTIGATION DEPARTMENT

The separation of the C.I.D. from the Special Branch at Federal Headquarters and at lower levels throughout the Force in March, 1952, and its command by a Senior Assistant Commissioner, has enabled an improved measure of supervision to be given to the day-to-day investigation and tabulation of crime and greater attention to the task of training junior officers in investigation and prosecution duties. A further and no less important step in the consolidation of the branch was the drawing up of a proper establishment of gazetted and superior officers and detectives.

During 1952, the Emergency was responsible for the majority of crime, a high proportion of the cases reported involving the use of firearms. Of a total of 440 murders, 321 were committed by Communist Terrorists; gang robberies totalled 465 of which only 27 were unconnected with the Emergency and, of a total of 485 robberies, 280 were Emergency cases. Figures for theft and housebreaking during the year showed a slight increase over those for 1951.

For capital offences under the Emergency Regulations 205 persons were arrested, of whom 26 were sentenced to death and 37 to imprisonment. 22 were acquitted or discharged. 23 of the cases were withdrawn and 53 were pending at the end of the year.

In the Central Criminal Registry 33,764 fingerprints were received for search of which 7,502 were identified (representing 22.2 per cent. identification). Five returned banishees were detected by identification of their fingerprints.

In the Photographic Branch of the Registry 404,441 prints were made as compared with 346,388 in 1951.

Despite staff limitations, progress was made in the campaign to eliminate corruption in the Government service. Prosecutions were instituted against 506 members of the public and 152 Government servants—an increase of 300 per cent. on corresponding figures for 1951. 287 members of the public and 40 Government servants were convicted. At the end of the year 109 cases involving members of the public and 40 involving Government servants were pending. The whole question of corruption is currently being studied by a Commission set up during the last quarter of 1952 in accordance with the Commissions of Enquiry Ordinance, 1950. The chairman of the Commission is a Puisne Judge, and its membership and terms of reference were jointly established by the High Commissioner in Federal Executive Council and the Ruler of each Malay State in State Executive Council.

The incidence of crime during 1951 and 1952 is shown diagrammatically as in the diagram on page 222.

#### SPECIAL BRANCH

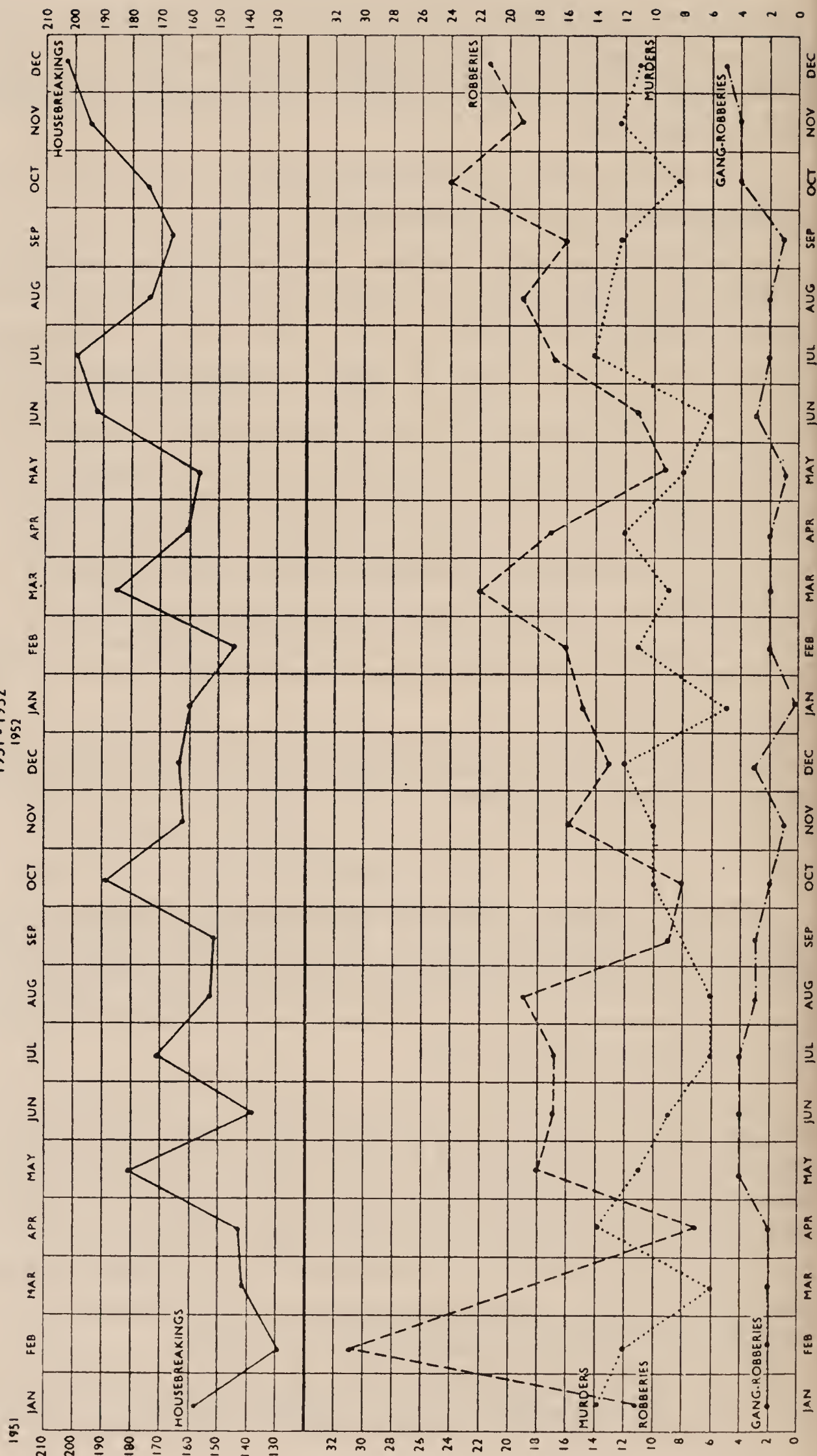
Sir William Jenkin, Director of Intelligence, left Malaya on 14th January, 1952, and, as a temporary measure, Special Branch and the C.I.D. were joined under one officer until March, 1952. At that date Special Branch and the C.I.D. again came under the control of separate Senior Assistant Commissioners.

During the latter part of 1952, the improved training of Special Branch officers and the freeing of senior officers from supervision of the investigation of routine crime bore results, and considerable success was achieved in various Special Branch projects aimed at the ultimate destruction of the Malayan Communist Party. Throughout the year, the Special Branch effort was concentrated on the elimination of the Communist leaders. In general, there was a marked improvement in the flow of information from members of the public.

The Special Branch Inspectorate strength was increased from 114 to 188. The Gazetted Officer strength remained unaltered.



# INCIDENCE OF CRIME (NON-EMERGENCY) 1951-1952



*Persons detained under the Emergency Regulations*

During the year, the Special Branch took over from the C.I.D. the maintenance of the Police records of detained persons. Comparative figures for the years 1951 and 1952 are as follows:

	1951.	1952.
(a) Orders of detention issued ...	4,745	2,801
(b) Orders of detention cancelled...	4,390	2,165
(c) Orders of detention suspended	629	699
(d) Detainees released on bond after suspension of O/D ...	471	494
(e) 1949/1950 O/Ds re-issued ...	1,502 (1949)	1,122 (1950)
(f) Detainees repatriated under E.R. 17C ...	3,796	1,854
(g) Detainees repatriated voluntarily	245	218

## Part III

## PENAL ADMINISTRATION

The development and modernisation of the penal system initiated in 1949 was continued and the year was one of rapid extension of training facilities and of some solid achievement. The administrative system in prisons was reorganised with a view to the application of special forms of training in accordance with the classification of prisoners and, at each prison, Reception and Discharge Boards were introduced.

During the year, the Prisons (Amendment) Rules, 1951, were enforced and much of the penal legislation was modernised. The system of remission was amended and remission of sentence up to one-third of the total period of imprisonment, instead of one-fourth, was applied to all prisoners sentenced to periods in excess of twelve months. Prisoners sentenced to over one month and up to twelve months are granted one-sixth of their sentences as remission. All women prisoners sentenced to a period exceeding one month receive one-third of their sentences as remission. Remission is awarded at the commencement of a sentence and any forfeiture for misconduct is deducted in days.

The operation of the new remission system and the resumption of repatriation to China, combined with the policy of granting special remission of sentences to effect early repatriation of those prisoners ordered to be banished at the expiration of their sentences, resulted in a great improvement in the position with regard to the prison population.



Many prisoners who were serving very long sentences and against whom banishment proceedings were taken, were granted special remission and were repatriated to China.

The changes brought about by the new policy and the new remission system made possible the classification of prisons and prisoners, and the application of special training schemes and treatment for the different classes of prisoners. The reduction in the number of prisoners in custody solved accommodation problems and for the first time since the Emergency began, it became possible to accommodate each prisoner in a separate cell at all large prisons.

In November, the new Federation Prisons Ordinance was passed. The Ordinance consolidates and modernises the seven sets of prison legislation hitherto in force. The new Ordinance and Prison Rules will be enforced early in 1953, and for the first time it should be possible to apply a uniform system of penal administration throughout the Federation.

The strength and racial distribution of the subordinate staff is shown below:

	Chief Officers.	Prin. Officer Grade I.	Prin. Officer Grade II.	Chief Warder.	Sgt. Warder.	Warders.	Matrons.	Wardresses.	Total.
Europeans	10	44	—	—	—	—	—	—	52
Malay ...	—	5	4	16	62	695	2	15	799
Sikh ...	—	1	2	4	7	37	—	—	51
Pathan ...	—	—	—	2	7	20	—	—	29
Chinese ...	—	—	—	—	—	1	8	19	28
Indian and Pakistani	—	—	—	—	2	9	—	—	11
Others ...	—	—	—	—	—	—	5	4	9
Total...	10	50	6	22	78	762	15	38	977

With a view to the appointment of suitable Asian officers to the senior ranks of the Service, a number of Asian Cadets attended a training course at the Prisons Training Depot from the 29th December, 1951. At the end of the course in November, 1952, successful cadets were appointed Principal Officers Grade II, and posted to Prisons for a further period of twelve months. Subject to satisfactory progress and reports, officers will then be eligible for promotion to Principal Officers Grade I, a post formerly filled by expatriate officers.

Training courses for serving Warders and recruits were held at the Prisons Training Depot throughout the year and resulted in an obvious improvement in the general standard of discipline and efficiency in prisons.

There are 22 penal establishments in the Federation, classified as follows:

Central Training Prison...	...	...	...	1
Regional Training Prisons	...	...	...	4
Prison Camps	...	...	...	2
Central Prison for Emergency Prisoners	...	...	...	1
Central Prison for Young Prisoners	...	...	...	1
Central Prison for Women	...	...	...	1
Local Prisons (Men)	...	...	...	6
Local Prisons (Women)	...	...	...	5
Advanced Approved School (Borstal Type)	...	...	...	1

With the exception of one local prison (men), all prisons are under the control of prison officers.

Convicted adult prisoners serving sentences of imprisonment are classified into two main classes. The Star Class consists of First Offenders and such other prisoners who have no vicious tendencies or habits.

The Ordinary Class consists of prisoners who are considered unsuitable for the Star Class and of habitual criminals.

The Central Training Prison receives all Star Class prisoners sentenced to a period of four years and over. Regional Prisons receive all other classes of prisoners irrespective of sentence. Local Prisons receive all classes of prisoners but retain only those sentenced to less than twelve months imprisonment.

The Central Prison for Women receives all women prisoners sentenced to a term of imprisonment exceeding twelve months. The prison for Young Prisoners receives all youths between 14 and 18 years of age who have been sentenced to imprisonment. A special prison is allocated for the custody and training of male prisoners sentenced in respect of offences against the Emergency Regulations to terms exceeding twelve months.

The Advanced Approved School (Borstal) receives all young offenders between the ages of 14 and 17 years who have been ordered detention under the provisions of the Juvenile Courts Ordinance, 1947. Offenders between 17 and 21 years of age who are found guilty by Supreme Courts can also be ordered detention at the school. Young detainees in the same age groups who are detained under the Emergency Regulations are transferred to an annexe of the School and undergo the same training as other inmates.



The number of persons in prison at the beginning of the year was 3,075 and at the end of the year 2,797. The daily average prison population was 3,076.95 compared with 3,475.86 in 1951. The total convicted population consisted of:

Chinese	...	2,444
Malays	...	1,668
Indians	...	744
Other Races...		138

The chief offences for which persons were convicted and sentenced to imprisonment were:

Against Property  
 Against the Person  
 Unlawful Possession  
 Extortion  
 In possession of Chandu and Other Drugs  
 Against the Emergency Regulations

The number of prisoners admitted during the year was 10,709 as against 11,812 in 1951. They were classified as follows:

Convicted...	...	...	...	...	...	4,994
Committed for Safe Custody	...	...	...	...	...	5,430
Detained under the Emergency Regulations	...					285
Total						10,709

The number of persons convicted for serious offences against the Emergency Regulations and sentenced to long terms of imprisonment was 579. In 1951, the number of such persons was 722. Ninety persons were committed to prison under sentence of death. The number of executions was 40 (as compared with 43 in 1951), including 31 persons executed in respect of Emergency offences.

The second prison camp at Pengkalan Chepa, Kelantan, was completed and occupied early in the year and the old prison at Kota Bahru was closed. With the opening of the additional camp, it became possible to institute better methods of classification and selection for the "open" camp. A system of modified security operates at the second camp and there is a special section for the accommodation of Ordinary Class prisoners. It is gratifying to record that despite the minimum security conditions, only one prisoner has attempted to abscond during the year.

The small Local Prison at Kangar was closed at the beginning of the year and the prisoners transferred to the Regional Prison at Alor Star.

The behaviour of the prisoners during 1952 was good and there is no doubt that the various measures designed to improve the penal system and to occupy the prisoners during their spare time had a satisfactory effect. The average period prisoners spend outside their cells is 14 hours a day during which they are kept fully occupied with industrial, educational or recreational activities.

The general health of the prisoners was good. There were no epidemics during the year. The daily average number of prisoners in the sick list was 160.30 as compared with 124.36 in 1950.

A table indicating the health of the inmates of all prisons is given below:

Year.		Daily Average Prison Population.		Percentage of Daily Average in Hospital.		No. of Deaths excluding Executions.		Percentage of deaths to daily average Population.
1952	...	3,076.95	...	5.03	...	11	...	.35

Additional teachers were appointed during the year and school classes were extended at all medium and large prisons. Classes are held until 8.15 p.m. each evening. Instruction by the "Laubach" method was given to illiterate prisoners by voluntary teachers. A number of prison officers attended a course in teaching by this method and all were awarded certificates.

Evening handicraft and hobbies classes were continued during the year. At Taiping Prison, a grant was obtained from the Perak Discharged Prisoners Aid Society which was used for the purchase of tools and materials for handicraft classes. Articles made by prisoners attending these classes were sold and the prisoners credited with one-third of the proceeds. The remainder was applied to the purchase of additional supplies of materials and tools. The scheme proved very successful and it is intended to apply it to other prisons whenever funds can be obtained from the respective Aid Societies.

The recreational periods in prisons were reorganised so as to permit prisoners to attend handicraft and education classes without difficulty. Three cinema projectors were purchased and issued to the large prisons at Taiping and Kuala Lumpur and to the Advanced Approved School, Telok Mas. In addition, Kerosene film strip projectors were obtained from the United States Information Service. Instructional films for both kinds of projectors were supplied by the United States Information Service and were used to supplement the industrial and educational programmes.



Industrial training was extended and modern machinery was installed in prison workshops. With the arrival of the Industrial Manager, a system of progressive trade tests was applied and qualified prisoners were awarded Trade Efficiency Certificates. Considerable improvements to, and reorganisation of, workshops were carried out and additional Trade Instructors and Warder Trade Assistants were appointed.

New industries, including the manufacture of Chain Link Fencing, were introduced and the Earnings Scheme was adapted to permit the payment of piece rates to prisoners. This system of payment by results was a success, and the average output per prisoner was higher than ever before with the result that although the prison population decreased, the total value of work completed exceeded that of any previous year.

The under-mentioned trades are in operation:

Carpentry	Building
Cabinet Making	Padi Farming
Wood carving	Lace Making (Women)
Book-binding	Tailoring (Women)
Printing	Tailoring
Sign Writing and Painting	Rope and Mat Making
Poultry Farming	Lime Making
Mat Weaving (Women)	Basket Making
Dressmaking (Women)	Hairdressing
Rattan Furniture Making	Laundry Work
Cloth Weaving	Gardening
Tin-smithing	Needlework (Women)
Black-smithing	Crochet Work (Women)
Chain Link Fence Making	

The total value of prisoners' labour for the year, after deductions in respect of food, clothing and housing had been made, was \$547,030.00 (£63,820). The total cash Revenue was \$148,987.00 (£17,383) as compared with \$66,625.00 (£7,773) in 1948. The former amount was in respect of the cost of prisoners' labour only and did not include the cost of materials.

Prisoners serving sentences of six months and over are eligible for payment for work at the rate of 8 cts., 10 cts. and 15 cts. per day according to skill and output. Two-thirds of the total earnings can be spent at the prison canteens. At least one-third must be saved for the day of release.

The Advanced Approved School, at Telok Mas, Malacca, is administered on Borstal lines. The School overlooks the Straits of Malacca and is "open". The House system is in operation and responsibility for internal discipline is placed upon the inmates. Industrial training of all kinds is provided and there are two qualified teachers on the establishment. Two additional teachers are to be appointed in 1953.

A Rover Scout Troop was formed during the year and also a School Band. A system by which inmates, were granted Home Leave was successfully introduced. Many lads were able, during their Home Leave, to make arrangements for employment and accommodation on release.

The number of admissions to the School during the year was 195. The additional accommodation provided in 1951 proved inadequate owing to the increase in the School population and it was decided to construct a second School to accommodate 150 inmates in the vicinity of the original institution. The new School, which will include new workshops and classrooms, should be ready for occupation early in 1953.

The After Care organisations have worked satisfactorily at the large prisons and every prisoner in need received assistance on release; many were found employment. The Institution Discharge Board at the Advanced Approved School has rendered valuable service, and the success of the After Care system at the School is solely due to their work and interest. In the case of every lad selected for release, suitable arrangements were made regarding employment and accommodation and in this connection the work of the various branches of the Malayan Chinese Association throughout the country is worthy of praise. Members personally sponsored each inmate and undertook all After Care responsibilities in addition to providing employment. It is interesting to record that many inmates enlisted into the military forces. Since the School was opened in 1950, 190 inmates have been released and, up to the 31st December, 1952, only 5 inmates were reconvicted or had their licences revoked.





## Chapter X

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### PUBLIC UTILITIES

#### Part I

#### ELECTRICITY

The programme of the Central Electricity Board for the extensive development of electricity supplies throughout the Federation has, during the year under review, begun to show results, and, as forecast, the supply position began to ease towards the end of 1952. However, as is to be expected in a developing country, the demand for electricity still increases. The present consumption of electricity in the Federation is at the rate of 736 million units per annum, but it has been conservatively estimated that by 1962 the demand will be for 2,200 million units per annum. The Board is at the present time planning how to meet this demand and one of the major problems now facing it is that of raising the necessary funds to finance the expansion of its undertaking.

As mentioned in previous Reports the Board is planning a large Hydro Electric Scheme in the Cameron Highlands Area. An essential part of this scheme will be the construction of a National Grid which will ultimately integrate the supply of electricity to all the larger towns on the West Coast of the Federation. The total cost of the scheme has been estimated at \$150 million. When completed it will add another 100,000 KW to the Board's generating capacity, giving an output of 670 million units per year at an estimated all-in generation cost of 1.25 cents per unit. This compares with the present average all-in generation cost in thermal stations of 3.71 cents per unit. When the scheme has been completed the Federation will have a plentiful cheap supply of electricity, the source of which is not dependent upon outside supplies of fuel over which the Board has no direct control. The initial preliminary investigations into the scheme have been completed and the Board is now considering a more detailed investigation prior to seeking the necessary funds to finance it.

In addition to this long term project the Board has an immediate \$50 million 5-year Development Plan. Included in this plan is a proposed new Steam Station near Malacca with a capacity of 30,000 KW, of which the estimated cost is \$12½ million; the extension of



Generating Plant at Diesel Power Stations throughout the Federation; the installation of new supplies in many towns and villages; the taking over of supplies in Province Wellesley; the extension of distribution systems in all the larger towns in the Federation; a scheme to take an unrestricted bulk supply at Johore Bahru from the Singapore City Council; the construction of a 66 KV Transmission line from Malacca to the Batu Pahat and Muar areas; the construction of new Headquarters Offices in Kuala Lumpur and a very large staff housing programme. Work on the more urgent parts of this programme has already commenced and has been financed by the Board out of its own resources. The Board will however shortly be seeking authority from Government to raise the funds necessary to complete the whole of this programme.

The major work undertaken during the year has been the construction of the Board's new Steam Station at Connaught Bridge, Klang, which will have an ultimate capacity of 80,000 KW. Despite considerable delays in delivery of materials from the United Kingdom No. 1 Boiler was completed in December, 1952. This enabled the first of the two Turbo-Alternators to be commissioned early in 1953. Work also commenced during the year on the construction of the 2nd Half of the Station which is expected to be completed by the end of 1955.

The Interconnecting Transmission Line between Connaught Bridge Power Station and the Board's other Steam Station at Kuala Lumpur was completed during the year. Work on the 90 miles 66 KV Transmission Line from Kuala Lumpur to Seremban and Malacca continued: by the end of the year the line had reached as far as Seremban, and work on the last stage to Malacca had commenced. It is expected that the line will be completed by mid 1953. The Construction of these lines has been a task of considerable difficulty, as apart from the practical difficulty of constructing a transmission line through hilly dense jungle country, much of it inaccessible by road, the construction staff have often been working in country in which communist terrorists were known to have been operating.

Apart from these major schemes much headway was made during the year in the programme to increase the capacity of all the Board diesel stations. Additional plant was installed in Kota Bharu, Taiping, Johore Bahru, Malacca and Port Dickson and in other towns in the Federation. A New Supply was also installed in Kuala Selangor. A new supply scheme at Arau—Perlis, will be completed and opened early in the New Year. Delays in delivery of material from the United Kingdom have hindered the Board in this work and the installation of further additional diesel plant and new supplies could have been completed had the generating plant arrived in Malaya on schedule.

Considerable progress was also made during the year in replacing and extending the Board's distribution systems in Kuala Lumpur, Ipoh, Taiping and Malacca.

Since the end of the Japanese War it has been necessary to impose restrictions on the consumption of electricity in many parts of the Federation and although the restrictions continued during the year, as a result of the work now completed it will be possible to lift restrictions in most parts of the States of Selangor and Negri Sembilan early in 1953 and in Malacca towards the middle of the year. The Board realises that the consumers affected by these restrictions, and particularly Mining consumers, have at times been faced with much inconvenience and sometimes financial loss: their co-operation has however been freely forthcoming and as a result the Board has been able to avoid extensive load shedding.

The Board at the request of the Federal Government has undertaken the task of providing Security Lighting and, in some instances, domestic supplies, to some 180 New Villages throughout the Federation. The Board has also been investigating the possibility of giving domestic supplies of electricity to Malay Kampongs in Rural areas.

In the early part of the year the Board continued to be handicapped by the shortage of Senior Engineering Staff, but during the latter part of the year the Board was able to recruit a number of Engineers to its service and the position has now somewhat improved.

During its financial year ending 31st August, 1952, the Board sold over 183 million units of electricity, as compared with less than 160 million units in 1950/51, and its number of consumers increased from 54,462 to 59,418. This was despite the restrictions in force in many parts of the Federation. The Board was faced with considerable increases in operating costs during the year. These increases were largely caused by increases in the price of fuel and various increases in wages and salaries. The Board's general rates for electricity, however, remained unchanged. In 1951 the Board made a profit of \$1,091,300; in 1952 the figure was \$1,678,321 and the Board was again able to declare a dividend of 4 per cent. on its Ordinary Shares, all of which are at the moment held by the Federal Government.

The inspection of electrical installations and the investigation of accidents involving electrical installations is undertaken by the Board throughout the Federation on behalf of the Federal Government. Five fatal Accidents occurred during the year. This was a welcome reduction in the previous year's figure of 14 fatal accidents.

Apart from the installations owned by the Board there are a number of undertakings in Malaya giving a public supply of electricity. These



undertakings operate under Licence from the Board. The principal of these Licenced undertakings are the Perak River Hydro-Electric Co. Ltd., which owns two steam stations—one at Malim Nawar in Perak of a capacity of 30,000 KW. and the other at Batu Gajah, Perak of 22,000 KW.—and also a Hydro station at Chenderoh of a maximum capacity of 27,000 KW.; the Kinta Electrical Distribution Co.; and Messrs. Huttenbachs, who operate several diesel stations. The Perak River Hydro-Electric Co. and the Kinta Electrical Distribution Co. operate in Perak, chiefly in the Kinta Valley. Messrs. Huttenbachs operate chiefly in Province Wellesley and Negri Sembilan. The Board has continued the policy of granting licence for public supply when it cannot undertake a supply itself. 25 Licences were granted during the year.

## Part II

### DRAINAGE AND IRRIGATION

#### GENERAL

The year 1952 was one of unceasing activity and expanding commitments for the Drainage and Irrigation Department. In addition to the allocation of \$18,033,515 from the 1949 Loan for the development of drainage and irrigation areas, an allocation of \$14,007,000 was made during the year from the 1951 Loan for increasing their number and scope. These works are all primarily for increasing the agricultural resources of Malaya and particularly the country's ability to grow more of its own rice requirements. The allocation from the 1949 Loan for rice schemes was \$14,302,851 and from the 1951 Loan was \$9,990,000. In addition, at the end of the year the Federation Government made \$1,680,000 available for purchase of mechanical plant and equipment to deal with the construction of the schemes financed from Loan Funds.

#### STATE AND SETTLEMENT ACTIVITIES

The following are brief notes on the progress in the States and Settlements during 1952 on drainage and irrigation works.

##### *Kedah and Perlis*

The Kubang Pasu and South Perlis Schemes aim at the improvement of 91,000 acres of existing padi land and the development of 26,000 acres of uncultivated swamp land for padi growing. The earthworks involved in the scheme are done almost entirely by mechanical plant—dragline excavators, dozers, graders, scrapers and a large dipper dredger. The improved conditions which have already resulted from

construction of the scheme are apparent in some sections and the cultivators have changed their attitude towards the work from suspicion to a demand for its early completion. Plans were being made at the end of the year to accelerate the rate of construction and to press on for completion two years earlier than the original programme allowed. Shortage of technical staff must be overcome, however, before this can be done.

### *Kelantan*

The Salor Pumping Scheme for irrigation of 3,000 acres on the right bank of Sungei Kelantan, upstream of Kota Bharu, was completed in August, 1951, and was worked successfully throughout the 1951/52 padi growing season. The crops obtained from the irrigated land were very appreciably greater than those obtained from adjacent unirrigated land and there are now demands that other areas in Kelantan adjacent to Sungei Kelantan be provided with similar irrigation facilities.

### *Trengganu*

Progress on the Besut Scheme for irrigation of 21,000 acres of existing padi land and development of 6,000 acres of potential padi land went forward steadily. This scheme is being constructed without contractors. The earthwork is being done with departmentally owned mechanical plant and the structures are being constructed by locally recruited and trained Malay artisans and labourers. This naturally slows down the rate of development somewhat but it is considered that the money which goes into the surrounding Malay kampongs, and the training in artisan's skill and self-reliance which is given, more than justifies the slow rate of development. At Kuala Trengganu the machinery for the pumping unit had arrived by the end of the year and the foundations for the engine house, which is sited on the reef of rock on the south bank of Sungei Trengganu, was well ahead. This scheme is planned to provide irrigation water for 3,400 acres of good existing padi land near Kuala Trengganu.

### *Perak*

The year was one of steady progress on all the drainage and irrigation schemes in the State. The plans for the First Stage of the Trans-Perak Scheme were completed and tenders were called for the pumps. This First Stage is designed to irrigate about 7,000 acres of land on the west bank of Sungei Perak and to fit in with the major Trans-Perak Scheme which will be developed for the irrigation of 180,000 acres of adjacent swamp land in the Parit-Bruas-Sitiawan area. The First Stage will improve conditions on existing land, where floods and swamp conditions



have made the growing of padi a very unremunerative occupation, and the land will be cultivated by the Malay villagers already settled in the area. The agreements with the five mining companies concerned for the deviation of Sungei Kinta from below Ipoh to Tanjong Tuallang were finalised, and one section of the new channel is already in use and functioning satisfactorily. This scheme makes available for mining the rich tin bearing land adjacent to the old channel of Sungei Kinta.

#### *Penang and Province Wellesley*

Good progress was maintained on all Drainage and Irrigation schemes under construction, but the drought conditions which occurred at the end of the year will reduce padi crop yields considerably, and will again underline the necessity for going ahead as soon as possible with the Muda River Pumping Scheme. This scheme is for the irrigation of 18,000 acres of existing padi land in the north of Province Wellesley; tenders for the pumping unit have been received from the Crown Agents, and negotiations for the letting a contract were underway at the end of the year.

#### *Selangor*

Work was continued on the Tanjong Karang Rice Scheme and on the big drainage schemes in the Klang neighbourhood. It was a year of continuous hard slogging work for all the technical staff and mechanical plant available. An item for \$2,000,000 was included in the 1951 Loan Schedule for provision of Headworks on Sungei Bernam to augment the supply of irrigation water available in the Tanjong Karang area. Drought conditions in this area at the end of the year emphasised the urgent necessity for pressing ahead with this work; at the end of the year plans were being made for assembling the necessary plant and equipment to make an early start on construction work. The headworks design plans are ready.

#### *Johore*

The progress on the big land drainage schemes in West Johore was good. All the staff and mechanical plant available were fully occupied throughout the year on this work, and protection of the valuable agricultural lands along the West Coast from flooding and damage by sea-water was greatly extended.

#### *Pahang*

Security conditions in the State were not as good as elsewhere and the construction programme on Drainage and Irrigation work was greatly restricted.

*Negri Sembilan*

The Sungei Raya Irrigation Scheme has shown marked progress during the year and should provide a valuable addition to the padi land available in the State. At Triang Ilir the settlement of the Malay kampong people in the village has a good effect on the development of the adjacent padi land. The population there is now much more settled and the padi fields kept in much better condition.

*Malacca*

The dredging of the Kesang River has progressed well and there is a marked improvement in the condition of adjacent padi fields. About 250 acres of land formerly waterlogged are now available for padi cultivation again. At Telok Rimba construction work on an irrigation scheme, designed to pump water to 400 acres of padi land, was started and good progress was made.

## FEDERAL ACTIVITIES

The construction of the Hydraulic Laboratory at Ampang, Kuala Lumpur, is virtually complete; at the end of the year the scientific equipment was being calibrated and preparations were being made to set up the first model. This is a model of the Perak River which is designed to guide investigation of the dredging scheme proposed for improving drainage conditions in Lower Perak.

The expansion of the Drainage and Irrigation Department, Federal Workshop in Ipoh went on steadily, within the limits of the funds available, and the machine shop objective—of a capacity for the complete overhaul of six diesel excavator engines per month—has been achieved. There has been a constant effort throughout the year to train Malays to undertake artizan's jobs in the Department.

During the year a Hydraulic Records Branch was set up in the Head Office in Kuala Lumpur in order to maintain a complete record of all the hydraulic data available for Malaya, i.e., rainfall records, river discharge measurements, changes of river regime, hydraulic resources for irrigation, etc. The records available in this Branch will be invaluable to the Design and Research Branch of the Drainage and Irrigation Department, to the Public Works Department in connection with water supplies, to the Central Electricity Board in connection with hydro-electric schemes and to the Agricultural Department. Throughout the year assistance was given, whenever required, for the drainage of the agricultural lands which are being made available adjacent to the New Villages.



## Part III

# PUBLIC WORKS

### BUILDINGS

#### *General*

Emergency works continued to dominate the Public Works Department's programme as they have done in the preceding three years. Urgency was the key-word in spite of the staggering size of the programme of New Works. It is sometimes difficult to differentiate between what is truly Emergency and what is Post-war Expansion handicapped by arrears due to the set-back of the Japanese occupation. The nett result has been an unprecedented building programme which shows no sign of diminishing. The pressure resulted in a record high level of building costs from about March, 1952 to August, 1952; after this there were indications of a slight recovery from this alarmingly inflationary trend. It is assumed that the peak was reached when the shortage of building materials and shortage of building artisans and labour were both acute. Until March the chief bottle-neck had been materials.

The drop in prices towards the end of the year may be attributed to a more plentiful supply of imported materials and to an addition to the number of semi-skilled artisans—the latter attracted to the building trade by the high wage rates paid by contractors. In addition, the threat of imported prefabricated building materials and of modern technique may have induced a spirit of competition in local Industries and in the conventional building trade based on local materials.

Skilled artisans remained at a premium till the end of the year and, in populated centres, it was common to see yesterday's unskilled labourer wielding a trowel or hammer and classifying himself (or herself) as a mason or carpenter.

In Kelantan a successful effort was made Departmentally to train Malay artisans in building work. The success of this scheme is particularly noteworthy because the great bulk of building in Malaya is done by Chinese and it has been assumed generally that Departmental labour cannot compete with contract methods. It is too early to say that the assumption has been disproved but it cannot be denied that the effort was worth while in that it offered competition to the contractors and succeeded in bringing building costs lower than anywhere else in the Federation during the period of record high prices.

In addition to Emergency Works proper a considerable building programme for the construction of quarters was launched following a

visit by Mr. G. A. Atkinson, the Colonial Building Liaison Officer. A programme of 548 units comprising Quarters, Chalets and Messes for Division I Officers was commenced. During the year 147 units were completed and a further 260 units were well in hand or nearing completion at the end of the year.

In last year's Report, figures from the State of Perak were quoted to show the relationship of Senior Staff to output. Even more striking figures of the burden on Senior Staff are available from the States of Johore and Selangor for the year 1952:

	Year.	Total Expenditure.	Qualified Senior Staff.
Johore ... ..	1941	\$ 6,000,000	29
	1952	18,770,000	19

Selangor.—The Superintending Engineer, Kuala Lumpur Branch, expended over \$13,000,000 from a programme of \$24,000,000 with 4½ Senior Staff. (The half being part time duties with another Branch).

The situation regarding Technical Assistant Staff is even more serious than that of Senior Staff.

### *Emergency Works*

Police Buildings, Malay Regiment Camps, Resettlement Camps and V.H.F. Wireless Stations formed the main portion of the programme under this heading.

The major schemes were :

### *Police*

- (i) Extension to Police Depot, Kuala Lumpur, for which the 1952 provision exceeded \$3 million. The Federal Store and Workshop were completed. Quarters for 108 Married Constables and 600 unmarried Constables were well in hand.
- (ii) Police Higher Training School, Kuala Kubu Bahru, Selangor, at estimated cost of over \$3½ million. This was 66 per cent completed at the end of the year and, in part, occupied.
- (iii) Police Buildings—various items. Expenditure exceeded \$24 million.

### *Malay Regiment*

	Provision 1952.
(i) Mentakab, Pahang. Continuation project ...	\$1,453,000
(ii) Alor Star, Kedah. Continuation project ...	2,000,000
(iii) Taiping, Perak. Continuation project ...	1,214,000



*V. H. F. Stations*

(i) Gunong Pulai, Johore; Gunong Brinchang, Pahang, and Bukit Bakar, Kelantan, were all well in hand.

(ii) Works completed and brought into operation included the following—

Bukit Banang, Johore,  
 Sungei Besi and Bt. Tagar, Selangor,  
 Bukit Pelindong, Pahang,  
 Maxwell Hill, Perak,  
 Bt. Bruang, Malacca,  
 Bt. Besar and Bt. Kemunting, Trengganu,  
 Kedah Peak, Kedah,  
 Penang Hill, Penang.

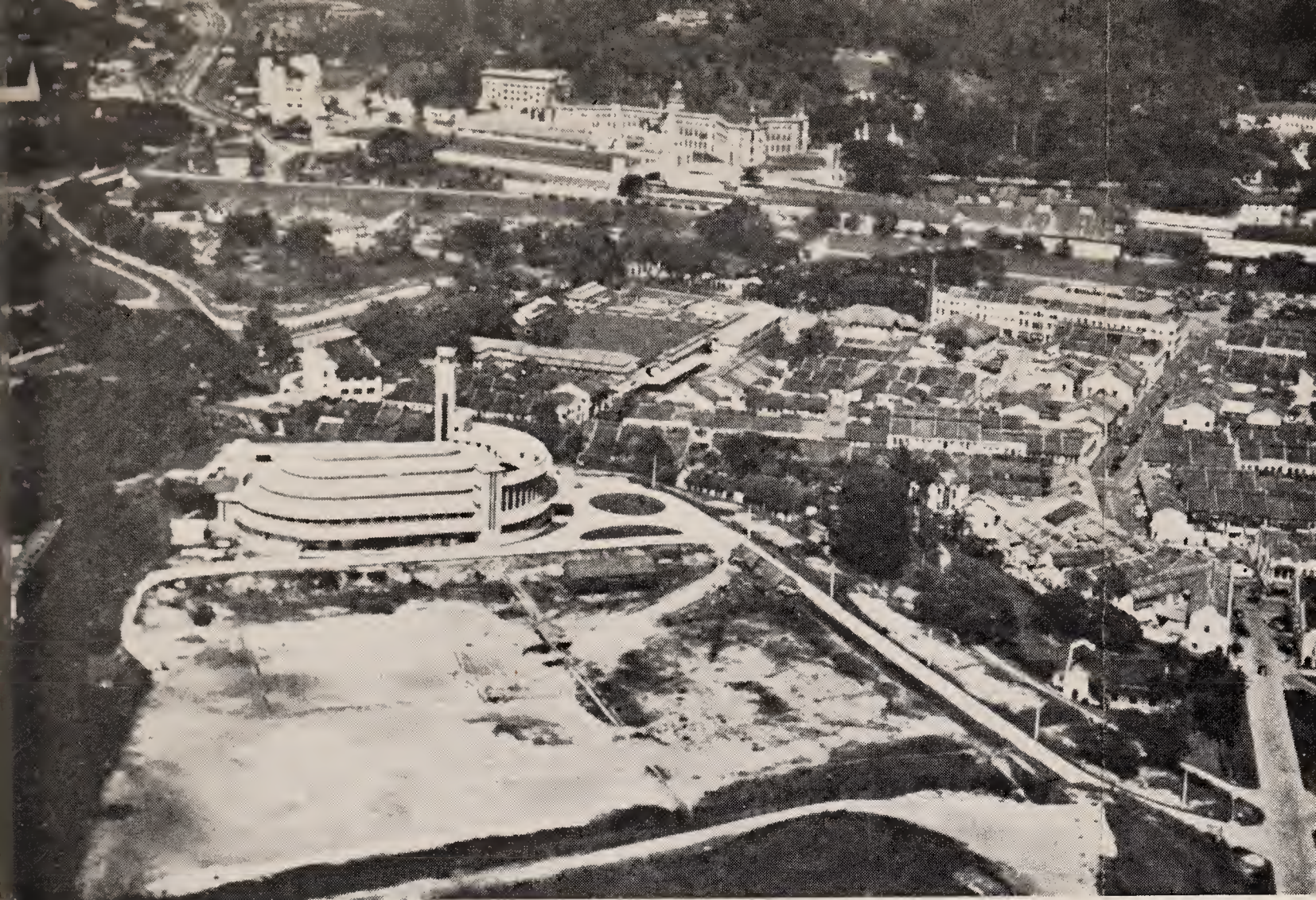
*General Building Works*

A statement of the main building works in all States and Settlements would be unduly long. Therefore, a summary of the building work in one State (Johore) is given as a measure of the whole :

*Completed*

Police	...	39 Police Stations with barracks and ancillary buildings	...	...	...	\$4,352,000
		22 Married Barracks, 20 Singlemen's Barracks and 3 Class VII Quarters	...			240,900
		Jungle Company Camp, Mersing	...			225,000
		13 Gazetted Officers Quarters	...	...		554,000
		4 Inspectorate Quarters	...	...	...	117,400
Education	...	3 New Malay Schools; extensions to 6 more and 2 Teachers Quarters	...			325,900
		Additional Classrooms to 5 English Schools	...	...	...	84,600
Housing	...	8 Class "C" Quarters (out of a total of 26)				519,000
		6 Class VII and 24 Class IX	...	...		304,000
		5 Large Quarters converted to 10 semi-detached Quarters	...	...	...	69,100
		50 New Units Labour Lines out of a total of 90	...	...	...	351,000
Medical	...	18-Bed T.B. Ward and 8-Bed Female Ward	...	...	...	77,300
		5 New Dispensaries	...	...	...	—
District	...	5 Sub-District H.Q.	...	...	...	493,000

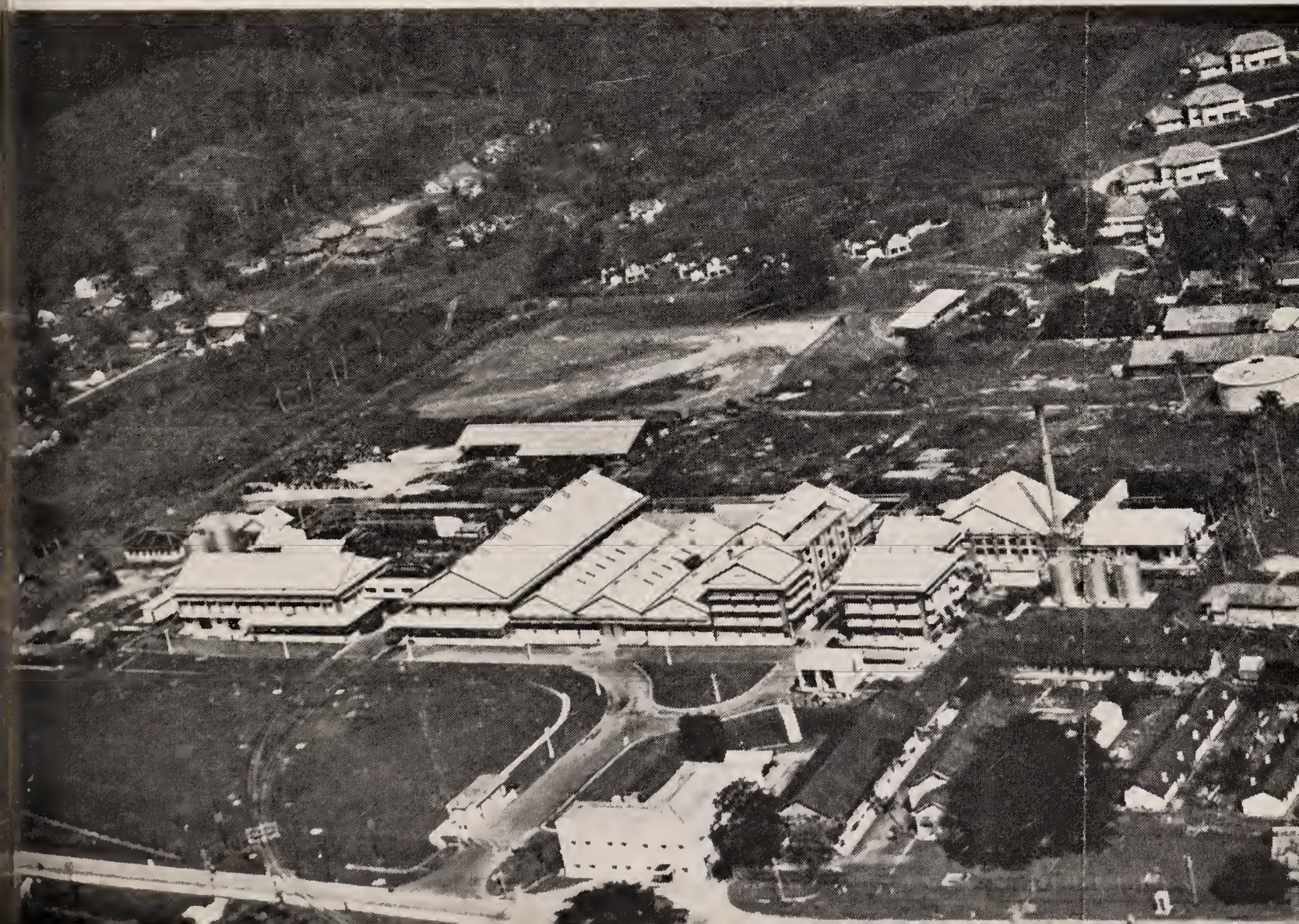




Selangor Chinese Athletic Association Club-House

*Post-War Development in Kuala Lumpur*

A new factory building







The Federal Capital from the air. In the centre of the picture is the oc





the town, the site of the original Chinese settlement on the river bank





A New Village—how a re-settled area looks from the air  
A New Village—how a re-settled area looks from the air



*In Hand*

Police	...	Training School for Special Constables ...	}	More than	638,000
				90%	146,100
				Complete	85,300
Education	...	English School, Mersing ...	...	...	140,000
		2 Malay Girls Schools ...	...	...	65,000
Housing	...	18 Class "C" Quarters ...	...	...	1,119,000
		4 Class IX Quarters ...	...	...	—
		40 Units Labour Lines ...	...	...	86,000
Medical	...	Mental Hospital (nearing completion) ...	...	...	86,200
		Hospital Kitchen, Muar ...	...	...	36,000

*Housing*

The housing of officers, a large proportion of whom are directly or indirectly concerned with the Emergency, has been an ever-growing problem since 1946. During the year about 5,000 units of accommodation were completed or under construction, inclusive of Labour Lines, Married Barracks, Hostels, etc. About two-thirds of these were barracks or labour lines and one-third Senior Officers and Staff.

*Maintenance of Buildings*

This hum-drum subject is liable to find itself omitted from reports or given a back seat. It is, however, a subject of increasing concern to most State Engineers. One State mentions that "the problem of 'temporary' buildings, many of which are 30 years old, is one which has to be faced." (Truth is stranger than fiction and it is true that there are so-called "temporary" buildings 30 years old.) Not only has the problem of temporary buildings to be faced but the problem of all buildings. The capital value of Government buildings in the Federation exceeds \$300,000,000: the actual valuation rated at present day building costs has not been assessed but would reach at least \$600,000,000.

Skimping of maintenance is not good economy and the Department would like one or two years free from New Works in which to make up lee-way in this aspect. Obviously this is out of the question in view of ever-growing New Works programmes, but the problem is receiving urgent consideration nevertheless.



## WATER SUPPLIES

The Department maintains and operates the public water supply systems throughout the Federation, with the exception of the Malacca and Georgetown (Penang) Municipal systems. The following statistics may be of interest :

State/Settlement.		Number of schemes.	Total normal operating capacity m.g.d.	Remarks.
Johore	...	16	6.49	Water is also purchased from Singapore Municipality
Kedah	...	9	4.07	Quantity quoted is average daily supply, not capacity
Perlis	...	4	.53	
Kelantan	...	6	.92	
				Includes 2 Schemes for Prison and Military areas
Malacca	...	1	.10	Jasin supply is drawn from Malacca Municipal supply
Negri Sembilan	...	8	2.46	—
Pahang	...	16	1.67	—
Penang:				
Penang Island	...	5	.53	Georgetown has a Municipal supply
Province Wellesley		2	1.60	—
Perak	...	23	13.91	Quantity quoted is average daily supply, not capacity
Selangor	...	13	19.40	—
Trengganu	...	—	—	—
Total			51.68	

Seven new supplies were brought into operation in 1952, these having a total operating capacity of 385,000 gallon a day.

The majority of new works under construction or under investigation during the year were those for which funds have been provided under the 1949 and 1951 Loan Schedules. Funds provided are as follows:

1949	...	...	...	\$14,686,500
1951	...	...	...	17,657,000
Total				\$32,343,500

These funds were for 27 new works or major extensions to existing supplies; of these 4 had been completed by the end of the year. Even

when the remaining works are completed, however, there will still be a very considerable demand for additional or extended water supplies and many improvements must be made to existing supplies to bring them up to modern standards.

The general nature of the works carried out in States and Settlements during the course of the year is summarised below:

Johore	...	...	...	...	New works in the State included the putting into service of the Yong Peng new supply and the commencement of the construction of the 1½ million gallon domed-roof service-reservoir at Johore Bahru. Considerable extensions, to the Kluang Water Supply, which doubled the capacity of the plant, were practically completed during the year.
					Detailed design was commenced for the doubling of the capacity of the Segamat supply and for its extension to serve the nearby new villages and rural areas. On the maintenance side, floods again caused considerable difficulty at Segamat and Labis.
Kedah and Perlis	...	...	...	...	The principal new work in hand in Kedah is the nine-year improvement and extension scheme to the Alor Star Water Supply. Under this scheme, for which ½ million dollars will be required yearly, the capacity of the plant will be raised from 2 m.g.d. to 5 m.g.d. and water will be made available to the rural areas South of Alor Star Town. Detailed planning was commenced on the new water supply for Tanjong Dawei (\$600,000) for which funds have been provided from Loan Account. In addition preliminary investigations were carried out for major schemes to supply the Kedah coastal plain.
					The principal work in view in Perlis is the construction of the new \$1,600,000 supply to the Coastal areas of Kuala Perlis and Simpang Ampat, funds for which have been provided under the Loan Schedules. At the same time investigations have been going forward for improvements to the existing supply to Kangar and Arau which is far from satisfactory, particularly in the drought months from January to March.
Kelantan...	...	...	...	...	The new supply to Gua Musang was put into operation during the year. Investigation work was commenced for the proposed new supplies, to be constructed from Loan funds, to serve Pasir Mas, Pasir Puteh and Tumpat. Design work was commenced on the improvement works for the Kota Bharu and Kuala Krai supplies.



Malacca ... .. Planning of the new 3 million gallon extension to the Municipal supply was continued by the Municipal Engineer with assistance from this Department. Preliminary investigations were commenced for the proposed 1 million gallon a day supply to serve Alor Gajah and Tampin (Negri Sembilan). At both of these places serious water shortage is experienced during the drought months.

Negri Sembilan ... .. Apart from the investigations for a new supply to Tampin, as mentioned above, work continued on the \$3½ million improvements to the Seremban and Port Dickson supply, financed from Loan funds. The major items of works put in hand during the year were the replacement of the main from the intake to Seremban and the construction of the 1 million gallon service reservoir in that town. Design of the new 4 million gallon purification plant approached completion and further orders were placed for materials for this work.

An improvement in the quantity of water supplied to Kuala Klawang was carried out with success. Designs for a more modern supply at Gemas were completed but construction work was delayed by failure of materials to arrive in the promised time. Generally water supplies in this State are overloaded.

Pahang ... .. This State continued to experience extreme shortage of water in all large towns except Raub, where a new plant was recently constructed out of the Loan funds. Loan works now under design for this State are:

Kuala Lipis Extension ...	\$600,000
Pekan New Supply ...	500,000

The new purification plant serving the Mentakab Malay Regiment Camp was completed during the year.

Penang and Province Wellesley Good progress was made on the First Phase of the North Province Wellesley Water Supply which, it is hoped, will be put into operation during the first half of 1953. Phase II of the scheme was designed and orders for piping were placed. The total cost of this scheme will be approximately \$6½ million.

In addition to the Province Wellesley scheme, a new ¾ m.g.d. supply for Balik Pulau was designed and orders were placed for the necessary materials. Funds were also provided under the Loan Schedule for an extension to the Bayan Lepas water supply.

Perak     ...     ...     ...     Two small supplies to new villages, of a capacity of 21,000 gallons a day, were put in service during the year. Under Loan funds, construction work was commenced on the Grik and Bidor new supplies, and investigations for a major riverine scheme to serve the Bota/Parit area of the Perak River were commenced. Funds for this have been provided.

Considerable difficulty was met with in the operation of the Kinta Water Supply as the demand has outstripped the capacity of the plant. Generally in this State, supplies serving the major towns are inadequate. The water supply to Tanjong Malim was cut by Communists Terrorists on three further occasions at the beginning of the year, but after each attack, the supply was restarted within two days. The local staff are to be commended on their excellent work throughout the emergency.

The last attack had, however, a most tragic sequel. The technical party which set out to inspect the damage, accompanied by the A.D.O. with a party of Police, were caught in an ambush. No fewer than 12 men lost their lives including Mr. Fourniss the Executive Engineer, S. Perak, Mr. Teoh Eng Kiew, Technical Assistant, Inche Ahmad bin Jalil, Fitter, Mr. Codner the A.D.O. and eight of the Police escort.

Selangor     ...     ...     ...     Abnormal floods in April carried away one of the piers supporting the rising main from the Kuala Sleh intake of the Kuala Lumpur Water Supply, completely disrupting the supply. A new temporary wooden bridge was erected in  $3\frac{1}{2}$  days, during which time the town supply was severely curtailed. The departmental workmen engaged on the restoration of the supply, some of whom worked for 41 hours without break, deserve especial commendation for their devotion to duty. Further investigation work in connection with the new 30 million gallon a day extension to the Kuala Lumpur supply were continued throughout the year. This scheme is estimated to cost 17 million dollars, and work will probably start during 1953. The design of the purification plant and distribution system will be carried out by the Public Works Department but a request has been made that the Dam be designed by American Consultants. It is hoped to complete the scheme within four or five years.

Work on the 5 million dollar improvement scheme for the Klang and Coast Water



Supply continued throughout the year. Owing to lack of security, the site of the 4½ million gallon a day purification plant had to be changed and the redesign, necessitated by this, delayed construction. Work on the new service reservoirs commenced at the end of the year. Funds have been provided under the Loan Schedules for a new supply to serve the Kuala Selangor North Coastal area.

Trengganu ... .. A revised design for the new Kuala Trengganu supply estimated to cost 3 million dollars was completed early in the year and orders for equipment and piping were placed by June. Construction on the roads and quarters and site preparation for the remaining works were in hand by the end of the year.

## AIRFIELDS

The development of this important branch of the Public Works Department's activities had led to the formation of a special Soils Section under the Executive Engineer (Projects). His staff is gradually being enlarged and trained and now includes a mobile laboratory for soil and California Bearing Ratio sampling. The Section carried a wide variety of equipment and tools for soil and California Bearing Ratio sampling.

In last year's report special mention was made of the difficulties experienced at the two airfields of Bayan Lepas and of Ipoh.

### *Bayan Lepas*

Comprehensive investigation of the subsoil and strength of the existing runway was continued. By the end of the year the routine testing was about 85 per cent. complete. Also a "guinea pig" area had been opened up and one trial section of pavement had been completed but not tested. Two other trial sections had been commenced and required to be tested on completion.

### *Ipoh*

The subsidences which had occurred in and near the runway in previous years were considered to be a potential source of danger in that they could re-occur without warning at any time and possibly during the landing of an aircraft. In an attempt to establish the cause of the subsidences an extended investigation was put in hand.

Concurrently, during August, an air and ground reconnaissance was carried out for the purpose of deciding whether any alternative site suitable for an airfield and free from these undesirable foundation

characteristics could be found near Ipoh. The conclusion was reached that no such site was available and instructions were then issued for investigation to be made of the possibility of extending the runway to the south and of strengthening the existing pavement.

When these investigations have been completed, it is expected that the reconstruction work will be undertaken in 1953.

### *Other Airfields*

The Malacca aerodrome was completed so as to be capable of carrying Dakota aircraft and was brought into use on 1st September.

Considerable progress was made on the construction of Beaver strips, the following ten being given priority :

Segamat	Kuala Krai
Jemaluang	Kroh
Muar	Grik
Dungun	Bidor
Chukai	Gua Musang

## Part IV

### SURVEY

*This Chapter describes the functions and activities of the Survey Department of the Federation.*

#### REVENUE SURVEY DIVISIONS

21,176 lots were surveyed for title, involving 3,742 miles of traverse. The corresponding figures for 1952 were 19,906 lots and 3,479 miles. In addition, 19,163 lots were demarcated under the Emergency Resettlement programme (New Villages).

The task of preliminary demarcation under the New Village programme is drawing to a close and the Department is now entering upon the final stage of surveying such lots for title. The extent to which this work has been carried is reflected in the increased output shown above.

The operations required in the re-settlement programme are not generally realised. Before a New Village can be occupied, a great deal of work is necessary. A preliminary detail survey has to be made; the new allotments planned to take full advantage of the site; the lots themselves must be designed to be self-sufficient units, and not only is it necessary to provide school sites and open spaces but the overall



plan must recognise the need for ease of defence and self-protection. Very many New Villages have been planned, laid out on the ground and occupied and the success of these operations is in no small measure the result of the co-ordinated efforts of many Departments. These New Villages show what can be done by close co-operation for the common good.

All ranks of the Revenue Survey deserve the highest praise for their efforts in this connection.

#### TOPOGRAPHICAL DIVISION

The Emergency Mapping Programme, which embraced some 19,870 square miles, has been completed and this means that the whole of Malaya is now covered by a series of one inch to one mile topographical maps. Those sheets surveyed under the Emergency programme lack contours, but the remainder show full topographical details.

Now that map cover is available for the whole country, it has been decided to introduce a completely new series of one inch maps based on a new projection and national grid. The new sheets will be about 50 per cent. larger than the sheets of the current series and a specially designed symbol sheet has been prepared for use on them. It is intended that the new series shall cover the whole country in 10 years. Under this new programme of standard mapping considerable progress was made during the year. Field work in this connection in 1952 extended over 2,600 square miles in Northern Trengganu, of which 270 square miles were completed. In Northern Kelantan and North-Eastern Perak, another 2,100 square miles were put in hand and 286 square miles were completed. An area of 600 square miles in North-Western Johore/Malacca was under action at the end of the year.

Revision of the Triangulation of Malaya was carried forward and work under this head is now complete in all States except Kedah, Perlis, Perak, Selangor, Negri Sembilan and Western Pahang.

#### HEADQUARTERS DIVISION

##### *Cartography*

The Central Drawing Office and the Photo-Lithographic Section continued to work to full capacity and the total value of work done amounted to \$446,133 as against \$445,776 in 1951.

Among the new maps published were the State of Perak and town maps of Klang, Seremban and Bahau. Maps of the State of Trengganu (showing land utilisation) and of the towns of Malacca and George Town were drawn and are ready for publication early in 1953. A new Land Utilisation Map of Penang is also nearing completion.

Twenty-nine per cent. of the work done during the year was for other Government Departments, including meteorological synoptic charts, geological maps and diagrams, motor vehicle licences, train control charts, stock certificates and other security work.

About 12 per cent. of the work of the branch was done on behalf of the Military Authorities, including special prints of 1" and  $\frac{1}{4}$ " maps.

Six thousand five hundred maps of Malaya and of the States and Settlements were supplied to schools in the Federation, nearly one-third of them being supplied to New Village Schools.

The value of maps sold and issued free during the year was \$149,092 compared with only \$95,128 in 1951. In addition, 59,740 maps were supplied to the Military Authorities.

### *Instrument Repairing Branch*

This Branch was created primarily to meet departmental needs, but its activities now extend to other Departments and indeed to other Governments including Singapore, Hong Kong and Sarawak. It is probably the most complete unit of its kind in the Far East and its work during the year included, in addition to a vast quantity of repaired theodolites, levels, compasses, microscopes, binoculars and surgical instruments, such special items as the erection of a new feeder for an Offset Printing Machine and the adaptation of 35 m.m. camera shutters for electronic flash.

The value of the Branch has been further recognised by the transfer to it of responsibility for repairing all the calculating and adding machines of the Federation Government.

The Instrument Repairer is also Custodian of Weights and Measures for the Federation, and the checking of the various Inspectors' standards against the Federation standards continued throughout the year.

The total value of work done in the Branch amounted to \$119,621 of which departmental work accounted for \$73,687, work for other departments \$37,017, and \$8,917 for other Governments and the public.

### GENERAL

The activities of the Department are rapidly expanding. Apart from the progress recorded above, 131 miles of precise, or geodetic, levelling were run and hydrographic surveys of river mouths and harbours, which had previously been confined to Trengganu, were extended to include ports in Kelantan and Johore. Photostat machines have been installed in nearly every Division and the extent to which they have been used for the photographic reproduction of documents



belonging to this and other Departments as well as to the general public, shows how much they were needed.

A vast programme of work lies ahead of the Department. Plans to deal with it have already been made and await only the advent of more settled conditions and the recruitment and training of more staff.

Five Colonial Development and Welfare Scheme Scholars entered Queensland University to commence their survey degree course and two Departmental Scholarships were awarded, one tenable at University College, London, and one in Australia. One Departmental Scholar returned to Malaya having successfully completed his course in England. So far, six locally-domiciled officers have obtained professional qualifications and have been appointed to Division I posts. Every effort is being made to encourage the acquisition of full professional qualifications by local officers and although there have been some setbacks, steady progress is being made under the long-range policy of Malayanisation of the Department. There is however a need still for qualified expatriates. Here the demand far exceeds the supply and recruitment of such officers for Malaya has been most disappointing.

## Chapter XI

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### COMMUNICATIONS

#### Part I

#### ROADS

One major project was in hand during the year—the road link between Temerloh and Maran. Completion of this 27-mile road will result in a saving of about 72 miles in the distance from the West to the East Coast. The route runs through hilly virgin jungle and riverine swamps. With the arrival of E.C.A. earthmoving plant in June and the improvement in the security situation progress was accelerated and by the end of the year a pilot trace had reached the major obstacle—the Jengka pass—and a satisfactory route over the pass had been surveyed. Favoured by fine weather five self-propelled Tournapull Scrapers, assisted by bulldozers and draglines, deposited 240,000 cubic yards of earth for the embankment across the Jengka River flood plain at the rate of 800 cubic yards per hour.

As a result of the posting of a Works Assistant and of the advice of Messrs. International Harvester Co.'s representative, breakdown of plant was reduced considerably and the rate of progress improved. The felling and removal of heavy jungle still represents a major difficulty despite the trail of several methods which have proved successful in other countries. So far, the use of heavy tractors for cutting lateral roots and the fixing of a wire rope as high as possible up the trunk by using aluminium ladders has proved the most successful. Pull on the wire rope is exerted by the tractor winch. Several methods advocated in engineering journals have proved useless under conditions existing in the Pahang jungle.

#### *V.H.F. Station Roads*

The construction of this network of stations, 15 in all, involved in most cases the construction of access roads through difficult and remote jungle, many of them in "Red" areas. The urgency of the work allowed little, if any, preliminary survey and in most cases construction started with little more than aerial photographs to decide the trace to be followed. The stations range from 900 to 6,666 feet above sea level and to ensure early completion buildings were often constructed and heavy machinery hauled to the summits before the



pilot trace had been completed. Only by big risks to personnel and plant was it possible to maintain the progress demanded.

### *Emergency Roads*

Many miles of roads were constructed to give vehicle access to remote Kampongs and villages and to enable Security Forces to operate over wide areas. Again, the timely arrival of earthmoving plant greatly accelerated progress and decreased costs.

### *Bridges*

The War left a legacy of destroyed bridges throughout the country and several hundred require complete reconstruction. Lack of design staff and difficulty of obtaining materials have been the two main obstacles preventing a rebuilding programme being launched. With some improvement in the recruitment of engineers it was possible to begin investigation and design on the larger projects and by the end of the year design work on 13 major bridges was well advanced.

The Klang River crossing which serves the major port on the mainland has been a source of trouble for many years and plans for reconstruction were being considered before its destruction in the face of the Japanese advance down the Peninsula in 1941. Two steel pontoon bridges built in 1946 were a source of great worry and expense due to the highly corrosive action of the river water and despite complete renewal of all pontoons with cathodic protection to reduce corrosion it became urgently necessary to plan for a permanent crossing. By the end of the year extensive boring operations to obtain design data were well advanced, and it is hoped that work on this major project, estimated to cost \$5,000,000, will start in 1954.

### *General*

The necessity to concentrate all personnel and equipment on emergency works has prevented what otherwise would be high priority schemes of road improvement. The main roads have, for various reasons, failed to keep pace with modern traffic demands and major schemes of reconstruction will be put in hand immediately the efforts of the department can be so directed.

## MECHANICAL EQUIPMENT

### *New Workshops*

The change over from hand labour to mechanical equipment has long been delayed in Malaya and the effect of the War has been to raise wages of unskilled labour above an economical figure and to deplete the labour force available. As a result, the change over to mechanical equipment was suddenly forced upon Malaya at a time when workshops

were both inadequate and outdated, and when mechanical staff was insufficient to cope with the sudden expansion.

The construction of new and modern Workshops, which was begun in 1947 and completed in 1952, enabled the mechanical branch to complete its transfer from the obsolete Brickfields Road Factory to the new Workshops at Cheras Road. Despite a covered area of 117,000 sq. feet, which includes large shops well equipped with modern machine tools and machinery, the Factory is already working at maximum capacity and must expand in the immediate future.

#### *New Plant and Machines*

Over 100 units of earth moving equipment such as bulldozers, scrapers, graders, shovel and dragline excavators, etc., to a value of 5½ million dollars were received from United Kingdom, America and Germany during the year. This represents a nett increase of 8,800 horse power for earthmoving and only by its timely arrival was it possible to undertake the large programme of airfield, emergency road, housing and V.H.F. Station road construction. On one housing estate alone in Kuala Lumpur well over 250,000 cubic yards of earth were moved in constructing access roads and levelling sites from July to December.

The assembly, testing and distribution of this equipment was, in itself, a major project and the mechanical staff, in particular the artisans and drivers, are to be congratulated on the excellent work carried out.

#### *Maintenance and Overhaul*

Lack of spares, particularly for American equipment, made the task of maintenance and overhaul difficult, and much improvisation, e.g., in the welding of worn parts and the manufacture of shafts, pins, bushes, etc., was essential to avoid leaving much-needed plant lying idle. Some improvement in supply was evident towards the end of the year but the position is still unsatisfactory.

#### *Structural Steel Workshops*

These were working at full capacity throughout the year and the delivery position from the United Kingdom was such that to avoid undue delay many jobs, such as the fabrication of all welded steel tanks up to 20,000-gal. capacity, were undertaken. Ninety-five vehicles were fitted with armour plate including eighty-one Land Rovers for the Police.

#### *Vehicles, Body Building and Repair Section*

Thirty-six special bodies were designed and built for Civil Defence, Public Relations and other Departments. A two bed-roomed sectional



prefabricated timber house for use on jungle construction tasks was constructed, transported and erected at Temerloh. All panelling and floors were of locally made resin bonded plywood. Two timber pontoons, protected against teredo attack, each to carry four lorries for the Kuala Selangor Ferry, were constructed. These items are mentioned to demonstrate the scope of the new Workshops and not as an indication of the volume of work.

#### STORES

The purchase of large quantities of earthmoving equipment had repercussions on the Federal Stores. Over 100,000 items have been added to the standard stock list. It is fortunate that the new Stores Buildings were available for occupation by the beginning of the year.

## Part II

### ROAD TRANSPORT

During the year 1952 the Department continued on an emergency footing as a large proportion of its senior staff were still on work connected with the emergency. The majority of these officers were returned to the Department by 1st November, and by the end of the year all were back on normal duties.

Driving tests for learner drivers, which were suspended during the emergency period, were reintroduced in August. Twenty locally domiciled testers were engaged for a period of one year to cope with the back log created by the period of suspension, and to keep abreast of all new applications. From 18th August to 31st December, 1952, 17,177 tests were carried out: there were 9,986 passes and 7,191 failures. The estimated back log of tests to be carried out was approximately 50,000.

The total number of vehicles now registered in the Federation is 82,591, comprising 39,415 private cars, 15,489 motor cycles, 1,939 omnibuses, 3,046 hackney carriages, 14,019 commercial load carrying vehicles, 801 road-rollers, tractors, etc., and 7,882 Government owned vehicles of various types. During the year buses travelled some 77 million miles and carried 193 million passengers.

The total Government revenue from licensing of motor vehicles, Drivers, etc., amounted to \$18,102,535. In addition, road transport makes a very considerable contribution to the Country's revenue by payment of the tax on petrol at 68 cents per gallon.

There are approximately 6,900 persons employed in the passenger transport industry and approximately 33,612 (calculated on the basis of 3 to each authorised vehicle) in goods transport.

There have been no serious labour troubles in the road transport industry, a strike affecting the bus services in the Kelantan area being the only incident of note.

The terrorist campaign continued to strike at road transport operators, but eased considerably towards the end of the year. Bus operators were again the chief sufferers; 98 buses were burnt during the year, making a total of 462 since the beginning of the emergency. As recorded in the reports for 1950 and 1951, casualties amongst vehicle-crews and passengers involved in these incidents, continued to be negligible.

## FEDERAL

Miles			Maintained.			
Class A1.—Concrete surface.	Class A2.—Metalled surface, grouted or sealed with bitumen.	Class B.—Metalled surface, water-bound.	Class C.—Hard surface, bitumen sealed.	Class D.—Hard surface, water-bound.	Class E.—Earth surface.	Total Mileage.
15-68	1,744-31	24-79	40-13	162-07	158-09	2,145-47

## STATE

Miles			Maintained.			
Class A1.—Concrete surface.	Class A2.—Metalled surface, grouted or sealed with bitumen.	Class B.—Metalled surface, water-bound.	Class C.—Hard surface, bitumen sealed.	Class D.—Hard surface, water-bound.	Class E.—Earth surface.	Total Mileage.
3-21	2,254-46	291-56	192-09	643-55	532-34	3,917-61

## Part III

## MALAYAN RAILWAY ADMINISTRATION

## GENERAL

The main line of the Malayan Railway runs from Singapore in the south, along the alluvial plain which lies between the high central mountain range and the west coast, to Prai opposite to Penang Island in the north. Short branch lines run to the coast at Port Dickson, Port Swettenham, Teluk Anson and Port Weld: a longer branch line runs from a point near Prai northwards to connect with the Thailand State Railways at the frontier. This coastal strip, which contains



almost four-fifths of the whole population of the Federation, is well served also by road, sea and air; the resulting competition which the Railway has to face has grown very considerably in recent years.

A further long branch line known as the East Coast Line, running northwards from Gemas through difficult country to Sungei Golok on the frontier with Thailand, was completed in 1931. A length of 200 miles of track from Mentakab to Kuala Krai was, however, removed by the Japanese during the war. Reconstruction was begun soon after the war but was interrupted at the Southern end at Jerantut in 1948 owing to communist terrorist activity and was not resumed until October, 1952. By the end of the year the construction railhead at the north had reached Chegar Perah, whilst the construction railhead at the south had reached Mela. The gap of  $43\frac{1}{4}$  miles between Chegar Perah and Mela will be completed in 1953.

#### FINANCIAL STATEMENT FOR THE YEAR 1952

Gross revenue	...	...	...	\$55,407,279.59
Gross expenditure	...	...	...	\$52,717,691.31
Nett revenue	...	...	...	\$ 2,689,588.28

*Note.*—Operating expenditure includes an amount of approximately \$613,400 directly attributable to Emergency conditions.

#### Appropriation of nett revenue:

Arrears of salaries and wages, 1949/51 ... .. \$ 350,971.99

#### Appropriation-in-aid:

##### Railway reconstruction and rehabilitation from

Railway resources	...	...	...	...	20,000.00
Loss on sales and depreciation of investments	...	...	...	...	174,848.10
Special Services' expenditure, 1952	...	...	...	...	1,025,056.61
Refund of deposits made prior to Japanese occupation	...	...	...	...	10,173.68
Payment of claim for salaries, etc., of civilian employees of the B.M.A. (M) paid by War Office	...	...	...	...	34,756.68
Contribution to Railway Renewals Fund	...	...	...	...	1,073,781.22

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Total ... \$2,689,588.28

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Special Expenditure on reconstruction and rehabilitation during 1952 was \$16,314,794, of which an amount of \$6,943,317 was met from the Railway Renewals Fund, a further \$717,181 from other Railway Funds, and the balance of \$8,654,296 from Government loans and funds.

Increases in salaries and wages added over \$1,635,000 to the wage bill.

## OPERATING STATISTICS

Item.	Unit.	1952.	1951.
Route miles open to traffic ... Miles ...	...	913	912
Passenger train mileage ... Miles x'000 ...	...	1,214	1,194
Passenger journeys ... x'000 ...	...	6,212	6,735
Average receipt per passenger journey (ordinary)...	\$	1.56	1.44
Goods train mileage ... Miles x'000 ...	...	2,322	2,268
Paying goods tonnage ... Tons x'000 ...	...	1,996	2,038
Paying goods tonnage mileage Tons miles x'000		229,984	243,097
Port Swettenham (Railway Wharves)—			
Imports ... Tons deadweight		565,937	551,934
Exports ... Tons deadweight		268,413	268,105
Total ...		834,350	820,039
Prai—			
Imports ... Tons deadweight		234,739	235,428
Exports ... Tons deadweight		139,408	150,102
Total ...		374,147	385,530

## THE EMERGENCY AND THE RAILWAY

There were 229 attacks of one sort or another by Communist terrorists on the railway during the year. The track was interfered with on 103 occasions involving 35 derailments of trains. Trains were subjected to small arms fire on 45 occasions: 5 passengers were killed and 29 were injured. Incidents included attacks on permanent way gang lines and interference with the Railway's signals and telecommunications. Two stations, one godown and one railway quarter were destroyed by fire through Communist terrorist action. Locomotives were damaged on 22 occasions, coaches on 8 occasions and wagons on 98 occasions. Three coaches and seven wagons were destroyed.

As the year progressed there was a very welcome reduction in interference by Communist terrorists and this resulted in an improvement in timekeeping. On the 1st September, 1952, the night mail trains between Kuala Lumpur and Singapore were resumed and from 1st December these trains were speeded up.

## GENERAL REHABILITATION

The restoration of Sentul Works was practically completed by the end of 1952. The new Locomotive Erecting Shop was occupied and the number of locomotives repaired during the year was a record.



## NEW WORKS

Considerable progress was made in the short-term development of Port Swettenham during 1952. Remodelling of 51,796 square feet of godowns was undertaken. This work comprised the raising of the floors of two godowns; the interconnection of four godowns by draw-bridges for operation by fork lift trucks; the provision of improved lighting and the construction of five offices. A new transit shed with an area of 25,200 square feet was built. In addition 21,590 square yards of hardstandings and new roadwork were put down during the year. Railway development at Port Swettenham was matched by private development. Construction of four large private godowns with an aggregate area of 122,400 square feet were well advanced by the end of the year.

At Prai two godowns with an aggregate area of 54,931 square feet were constructed by the Supplies Department and one new godown with an area of 9,450 square feet was built by the Railway Administration. Work on two other Railway godowns having a total area of 42,900 square feet was initiated. In addition a certain amount of re-surfacing of the wharf and remodelling of tracks was carried out. A considerable amount of earth filling and coastal protection work in the Southern Reclamation area was also completed at Prai.

At Singapore a new godown with an area of 37,800 square feet was built in 1952.

Work was begun on the conversion of the site of the former P.W.D. Factory, Brickfields Road, Kuala Lumpur, into a Railway Goods Yard for Kuala Lumpur.

## STAFF

*Establishment*

The number of Railway employees at the end of the year compared with that at the end of 1951 was as follows:

			1952.		1951.
Europeans	...	...	84	...	91
Eurasians	...	...	234	...	231
Indians and Ceylonese	...	...	8,313	...	8,233
Chinese	...	...	1,131	...	1,167
Malays	...	...	4,512	...	4,272
Others	...	...	164	...	185
Total			14,438	...	14,179

Of these 3,403 were salaried staff and 11,035 were wages staff.

# Part IV

## MARINE

### PORTS AND SHIPPING

#### PORT STATISTICS

The numbers and nett registered tonnages of ships of 75 tons and over which entered and cleared the Federal ports were:

		1951.		1952.	
		Nos.	Tonnages.	Nos.	Tonnages.
*Penang—					
Entered	...	1,835	4,844,890	1,894	5,218,905
Cleared	...	1,807	4,826,767	1,883	5,210,908
Total	...	3,642	9,671,657	3,777	10,429,813
Port Swettenham—					
Entered	...	1,122	4,687,320	1,007	3,682,039
Cleared	...	1,100	4,635,834	1,006	3,683,723
Total	...	2,222	9,323,154	2,013	7,365,762
Malacca—					
Entered	...	251	133,431	212	91,617
Cleared	...	259	147,382	210	90,420
Total	...	510	280,813	422	182,037

(Total nett registered tonnages of ships of under 75 tons were 559,118 in 1951 and 604,807 in 1952).

Tonnages of cargo (in “freight” tons) discharged and loaded at the Federal ports, including cargo from and to vessels of 75 tons and under, were:

		Penang.		Port Swettenham.		Malacca.	
		1951.	1952.	1951.	1952.	1951.	1952.
General Cargo:							
Discharged	...	903,037	937,711	688,619	596,619	50,164	50,121
Loaded	...	571,294	546,089	320,823	333,434	50,335	42,587
Coal:							
Discharged	...	32,715	22,729	—	—	—	—
Loaded	...	951	931	—	—	—	—
Oil-in-bulk:							
Discharged	...	170,262	180,655	191,479	223,548	—	—
Loaded	...	26,434	7,851	—	—	—	—
Total	...	1,704,693	1,695,966	1,200,921	1,153,601	100,499	92,708

\* Figures for Penang are for the Port Area, including Prai.



There was some recession in tonnages at the ports as compared with the peak year of 1951, but the movement of shipping was constant nevertheless. The various measures initiated in 1951 by the port authorities to relieve congestion were having their effect, and the tonnages were handled without serious delay to ships or congestion. Some additional lighters were placed in service, and at Port Swettenham additional cranes and mechanical cargo-handling equipment were provided.

The Penang Port Advisory Committee, a representative body established at the end of 1951 for the purpose of reviewing at regular intervals the current situation in the port, met throughout the year and, amongst other things, established a more comprehensive system of statistics for the port of Penang.

The Report of the Federal Ports Committee, appointed by the High Commissioner in Council to make recommendations upon the long-term development of Federal Ports, was tabled in the Legislative Council in July: after a lengthy debate at the September meeting, certain aspects of the Report were referred back to an enlarged Committee for reconsideration. In November a Supplementary Report was presented, and the original Report, as modified and supplemented thereby, was approved by the Council. The Committee's main recommendations, in respect of Port Swettenham, were for the construction of three new ocean berths at the North Klang Straits and the establishment of a statutory Port Board; and in respect of Penang, for the establishment of a single port authority in the form of a Port Commission. With regard to Malacca, the Committee recommended a further appreciation of the possibilities of port improvement so soon as the Consultants (who were currently carrying out an investigation of the harbour) had reported; the Committee also recommended an approach to the Shipping Conferences to consider direct calls at Malacca by vessels omitting a call at one of the three main Malayan ports.

#### ADMINISTRATION

The Marine Department, with headquarters in Penang, is responsible for the implementation of Government policy in shipping and maritime matters, and for coastwise lights and navigational aids. It has executive functions in the Federal ports of Penang, Port Swettenham and Malacca, and advises and assists State Governments on marine problems in connection with State ports. The Department is responsible for dredging, and also undertakes numerous other miscellaneous marine duties.

## NAVIGATIONAL AIDS

Lighthouses, buoys, beacons and all other navigational aids were maintained satisfactorily throughout the year. Orders were placed in the United Kingdom for the machinery to electrify six primary lighthouses in the Malacca Straits. The survey ship H.M.S. Dampier returned at the end of the year to continue her survey of Penang harbour.

## DREDGING

The old bucket dredger "Kuantan" was sold, and her attendant hopper-barge "Morib" is also to be sold: these craft could only operate in comparatively deep water, and the 45-year old dredger was time-expired. The Marine Department's grab hopper dredger "Ketam" was at Malacca most of the year maintaining lighterage depths, but also operated at Kuantan, in the Prai River and at Kuala Selangor. A similar dredger is on order from the United Kingdom, and the possibility of a third vessel is under consideration.

## MERCHANT SHIPPING ORDINANCE

A Merchant Shipping Ordinance for the Federation was passed at the November meeting of the Legislative Council and came into force, together with its extensive subsidiary legislation, early in 1953. It is based upon the Merchant Shipping Ordinance of the Straits Settlements and the related United Kingdom legislation, and is designed to provide the Federation as a whole with a comprehensive and up-to-date body of merchant shipping law. The Ordinance makes provision for Malayan registry and for a Malayan merchant ensign, and opens the way for the Federation of Malaya to take its place among the maritime nations of the world which are signatories to the various international Conventions relating to the safety of life at sea.

## GENERAL

Technical reports were received from Consulting Engineers on the ports of Malacca and Kota Bharu (Kelantan), and also on a scheme for improving launch repairs facilities and establishing a Marine base at Glugor on the island of Penang. These reports were under consideration at the end of the year.

In nautical examinations held in Penang during the year one applicant passed as Master, Home Trade, eight as Master, Local Trade (under 75 tons), sixteen as Third Class Gunner, forty-nine as Helmsman and twenty-three as Lifeboatman.

Close liaison was maintained with the Surveyor of Ships, Penang, who by arrangement between the Governments of the Federation and Singapore, works in Penang under the Surveyor-General of Ships, Singapore, administering that part of the S.S. Merchant Shipping



Ordinance which relates to the safety of ships at sea. With the coming into force of the Federation Merchant Shipping Ordinance in 1953, the Surveyor-General of Ships, Singapore, will also hold the office of Surveyor-General of Ships of the Federation, with a Federation Marine Surveys Department under him.

## Part V

### POSTS

#### ADMINISTRATION

The Postal Services Department in the Federation of Malaya forms, together with the Postal Department in the Colony of Singapore, the Malayan Postal Union which is administered by the Postmaster-General, Malaya, who has his Pan-Malayan Headquarters in Kuala Lumpur. In the Federation the Department comes within the portfolio of the Member for Lands, Mines and Communications.

#### TRAFFIC

Appreciable increases were shown during 1952 in nearly all classes of business handled by the Post Office. Detailed statistics will be found at the end of this part.

#### FINANCE

Revenue for the year increased by \$458,482 to a total of \$9,932,643. Expenditure totalled \$10,801,441, being an increase of \$2,215,198. Salary arrears of \$925,907 are included in this increase. The revenue figures do not take into account the value of free postage and other services rendered to Government Departments. If remunerated, these services would have raised the revenue figure to the extent of \$3,368,409, resulting in a surplus of over two million dollars.

Expenditure and revenue figures are provisional and are subject to slight adjustment.

The total cash turn-over at Post Offices amounted to \$651,389,102.

#### POSTAGE RATES

Inland parcel post rates were raised from 1st January to meet increases in freight and handling charges.

Increased charges for air conveyance necessitated an upward revision of airmail fees from 1st November.

#### STAFF

Additional posts were provided to meet the general increase in work but recruitment continued to be difficult and a large number of vacancies remained unfilled at the end of the year. The maintenance of efficiency

under these conditions allied with the continuing inadequacy of accommodation, is due in no small measure to the loyalty and co-operation of the staff.

#### WELFARE

Retiring rooms and canteens now exist at most of the larger offices and recreation clubs at these offices have been active.

#### WHITLEY COUNCIL AND TRADE UNIONISM

The Departmental Council and District Committees met regularly throughout the year and relations between the two sides were most cordial. Agreement was reached on a large number of points raised, and it can be said that the introduction of the Whitley Council machinery in the Department has been a success.

The six Trade Unions representing nearly all grades in the Department maintained amicable relations with the Administration.

#### POST OFFICES

Owing to the financial stringency imposed by the Emergency, little progress was made in replacing unsuitable office buildings, only three new offices being built during the year. The inadequacy of many offices, especially the General Post Office at Kuala Lumpur, has given rise to even greater problems, in dealing with a greatly increased volume of business this year, than has ever before been experienced.

At the end of the year there were 186 Post Offices open for business.

#### POSTAL AGENCIES

At smaller villages where the volume of business does not justify the provision of a Post Office with full postal facilities, the needs of the area are met by appointing Postal Agents. These Agents, who are paid according to the amount of work performed, undertake the sale of stamps, acceptance and delivery of postal articles, including Parcel and Registration services, the sale of Postal Orders and Social and Welfare Services Lottery Tickets.

At the end of the year 137 Postal Agencies were operating compared with 129 the previous year, the increase being due to the needs of the new villages.

#### POSTING BOXES AND PRIVATE LETTER BOXES

To provide facilities for posting correspondence at places some distance from a Post Office or Postal Agency and wherever there is sufficient demand, wayside posting boxes are maintained. The number in use was increased by 29 during the year to 840. For the convenience



of persons using these boxes, 345 licences to sell postage stamps were issued to persons having premises near the posting boxes, and in addition, stamps are sold by rural postmen on delivery.

A total of 2,121 private letter boxes are provided at 10 Post Offices. With the exception of a few boxes at Alor Star and Malacca all were rented. Requests for this facility have continued to exceed the supply and orders were placed for a further 352 boxes to be supplied early in 1953.

#### SURFACE MAILS

There was a reduction in the number of terrorist attacks interfering with road and rail services. The night mail trains between Kuala Lumpur and Singapore were resumed on 1st September.

In January, flood damage to the railway track between Kuala Lumpur and Singapore caused dislocation to the normal train mail service. Emergency road services were established to convey all mails which should have been carried by train by the Coast Road. Segamat was isolated for some days and it was necessary to drop mails from light aircraft, with the co-operation of the Royal Air Force.

#### AIR MAILS

The development of the internal air services provided by Malayan Airways Ltd. made it possible to increase the frequency of internal air mail despatches and the inclusion of Malacca in these services in September afforded improved mail services in the Malacca and Muar areas. It has not proved practicable to make use of the "Beaver" air services operated by Federation Airways Ltd. for the carriage of air mails, but this possibility is under continuous review.

The second class air mail service was extended to several countries on the 1st March, and from the 1st April, the Air Parcel service was introduced between Malaya and North Borneo, Brunei and Sarawak.

#### FORCES' MAIL

Air mail correspondence posted by H.M. Forces in the Federation decreased by 11 per cent. during the year. This may have been due mainly to the restriction imposed on the 15th March whereby letters at the concessionary postage rate could be sent for delivery only to the homeland of the sender.

A further concession was provided to Forces' personnel when the postage rates were reduced on parcels to certain destinations.

#### CORRESPONDENCE

In this country where so many languages and scripts are used, sorting of correspondence has always presented its peculiar problems;

not the least of which has been the delay occasioned to articles which have to be sent to the larger offices for translation of the address. In order to remove these difficulties strenuous efforts have been made to encourage members of the public to address their correspondence clearly and, if possible, in Roman script.

#### DEAD LETTER OFFICES

The total number of undeliverable articles dealt with has again fallen during the year to 131,587 items, less than one-half of the figures for 1949, in spite of a very large increase in the volume of correspondence posted. This very great improvement can be attributed partly to the improving standards of education generally, and partly to publicity given to the necessity for addressing correspondence correctly.

#### CLUBBED PACKET LICENCES

There was a fall in the number of Clubbed Packet Licences issued during the year. The Clubbed Packet service provides facilities for the transmission of letters and family remittances to China, the reduction has been brought about by Foreign Exchange Control regulations requiring licensees to hold Remittance Shop Permits.

#### STAMPS

To meet changes in postage rates which have taken place over a period the 3c., 15c. and 40c. denominations were replaced by new denominations of 5c., 12c. and 35c. on 1st September. On the same date, the 8c. and 20c. denominations were re-issued in new colours to comply with international postal regulations.

#### EMPLOYEES PROVIDENT FUND

The Postal Services Department is responsible for the operation of the Accounts Section of the Employees Provident Fund. The nucleus of this organisation was set up on 1st February and between that date and the 1st July, when the Employees Provident Fund Ordinance became effective, an organisation was set up capable of dealing with the monthly contributions of up to 600,000 contributors. Approximately 100 officers were recruited and trained, and modern accounting machines and equipment to the value of \$300,000 were installed in temporary office accommodation in Kuala Lumpur.

The preparation of contributors' records based on information obtained from employers was a task of considerable magnitude. By the end of the year, 11,918 employers had been registered, 518,948 employees had been enrolled as contributors, and contributions amounting to over \$23,000,000 had been received in respect of the first six months operation.



## POST OFFICE SAVINGS BANK

The total value of transactions in the Post Office Savings Bank during the year was \$95,996,576. Deposits amounted to \$53,006,097 and exceeded withdrawals by \$10,015,867, compared with \$21,006,396 in 1951. 46,516 new accounts were opened and 8,506 accounts were closed.

A Student's Savings Scheme was introduced in September. The object of this scheme is to provide students at English schools with an easy way of regular saving by means of postage stamps purchased from their teachers. The results are very satisfactory, due to the whole-hearted co-operation of the Department of Education.

The maximum limits for withdrawals on demand and by telegraph were increased from \$50 and \$200 to \$100 and \$400 respectively.

## MONEY ORDERS AND POSTAL ORDERS

The value of Money Orders issued in the Federation was \$66,458,562 and Money Orders to the value of \$33,904,091 were paid. These figures represent a decrease of approximately 5 per cent. on the 1951 figures.

British Postal Orders to the value of \$2,697,608 were issued. This facility is popular with members of H.M. Forces serving in Malaya. An additional denomination valued at £2 was introduced in June.

## FEDERATION OF MALAYA POSTAL STATISTICS

	1951.	1952.
Postal Articles (Posted and Received) ... ..	132,419,261	145,877,238
Letters ... ..	65,397,865	73,330,036
Postcards ... ..	1,528,904	2,184,416
Printed matter ... ..	20,465,016	18,403,944
Airmail Correspondence ... ..	15,230,852	15,195,414
Registered Articles ... ..	6,250,595	7,473,180
Insured letters ... ..	208	377
Ordinary Parcels ... ..	1,527,890	1,217,957
Air Parcels ... ..	37,817	42,692
Government Correspondence	21,980,114	28,026,050
Blind Literature ... ..	—	3,172
<hr/>		
Total weight of inland and overseas letter mails conveyed by the internal air services	379,006 lbs.	424,006 lbs.

## Part VI

### TELECOMMUNICATIONS

#### ORGANISATION

The Pan-Malayan Department of Telecommunications is responsible for the provision, operation and maintenance of all public telephone and telegraph services throughout the Federation of Malaya and the Colony of Singapore, except for the local telephone systems in Singapore and Johore Bahru which are operated by the Oriental Telephone and Electric Co. Ltd. under licences. These licences expire at the end of 1954 and the local system in Johore Bahru is then to be taken over by the Department, whereas the system in Singapore is to be taken over by a Telephone Board responsible to the Singapore Government.

The Department is responsible for the provision and maintenance of the Federation of Malaya Police Radio Networks in each State and of the signalling and telecommunications equipment of the Malayan Railway Administration.

Radio Services are provided, operated and maintained for the Civil Aviation and Meteorological Departments in the Federation and in the Colony.

#### STAFF

The shortage of skilled technical staff has continued to be the major difficulty in dealing with the very considerable expansion of Departmental activities which has taken place. It is however hoped that the revised salary scales which were introduced during the year will make it easier to recruit youths who are capable of being trained for work of this nature.

The Department's Training Centre in Kuala Lumpur has had an average of 70 students in residence throughout the year: specialist courses were held on radio, telephony and carrier equipment and a number of basic technical courses were held for newly joined officers.

Twenty-eight Technical Apprentices are taking a four years course at the Kuala Lumpur Technical College in order to qualify for appointment to the Technical Assistant scheme. Lecturing in all the more advanced telecommunications subjects of the College course has continued to be performed by senior officers of the Department.

Four more scholarships were awarded during 1952 to give locally domiciled officers opportunities to qualify as Chartered Electrical Engineers. Nine other Departmental officers continued their studies in England during the year: four of these qualified as Graduate Members of the Institution of Electrical Engineers and then commenced special courses of practical training arranged in conjunction with the



British Post Office, the Home Office, the Ministry of Civil Aviation and various large manufacturing organisations.

During 1952 two senior officers left the service while eight new appointments were made: there were 78 senior officers available at the end of the year against the Pan-Malayan establishment (including leave reserve) of 99.

The total number of monthly paid subordinate staff in the Federation rose during the year from 2,233 to 2,339 while the number of daily rated employees rose from 2,563 to 2,658.

There were 164 accidents involving Departmental employees during the year: most of these were of a minor nature but 92 of them resulted in medical leave being granted.

#### POLICE RADIO SERVICES

The installation of radio facilities for the Federation of Malaya Police Force has continued to be the top priority task of the Department.

Maintenance Depots have been built and staffed at all main centres and facilities for the rapid repair of faulty equipment are now well established. At the end of 1952 completed schemes were in operation in Kedah, Perlis, Penang, Province Wellesley, North and Central Perak, West and Central Pahang, Selangor, part of Negri Sembilan, Malacca and North and Central Johore. Temporary schemes are working in South Johore, East Pahang, Kelantan and Northern Trengganu.

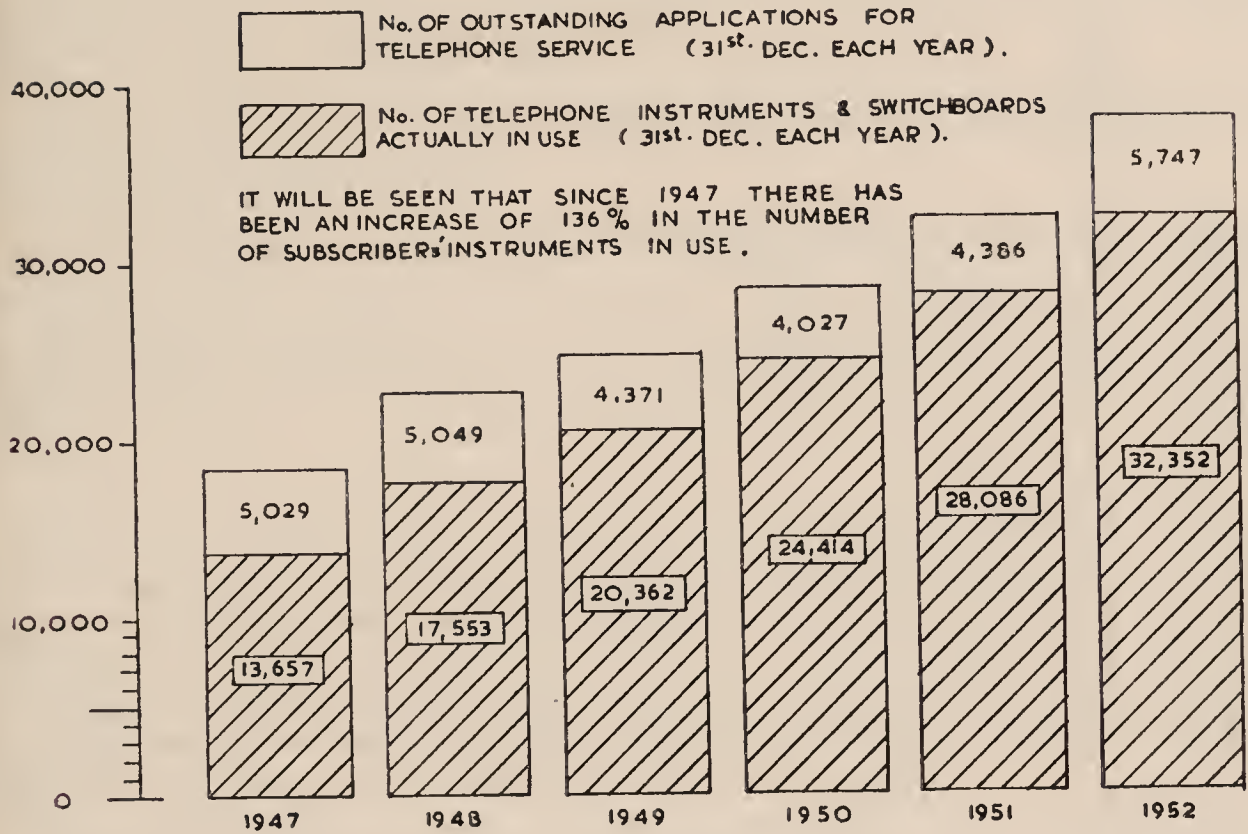
The total number of radio equipments being maintained by the Department in connection with the scheme is now over 1,000.

The Radio Scheme for Estates and Mines was introduced during the year and is now operational in Kedah, Province Wellesley, North and Central Perak, Selangor, part of Negri Sembilan, Malacca and Central and South Johore. This scheme enables close contact to be maintained between Estates, Mines and the local Police headquarters.

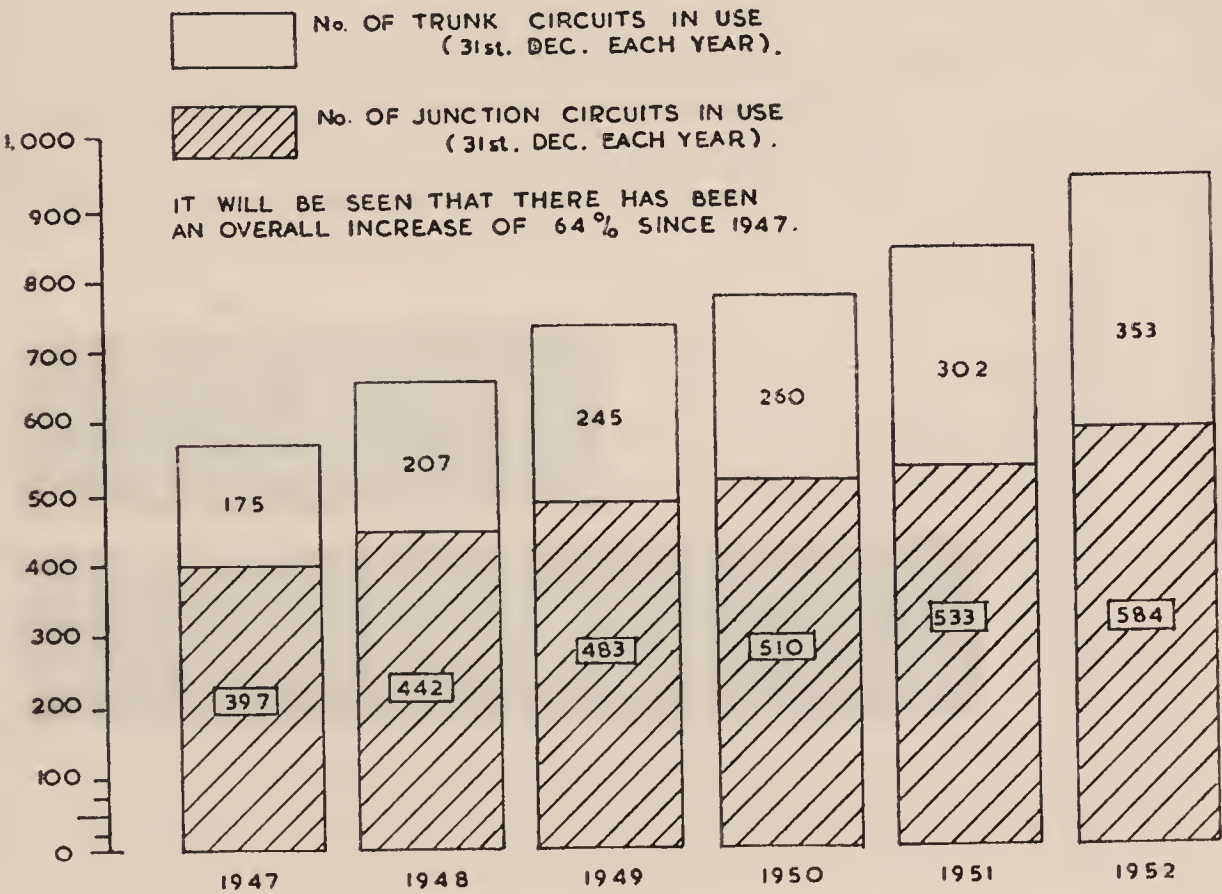
#### MULTI CHANNEL V.H.F. RADIO TELEPHONE TRUNK SYSTEM

In 1951 a detailed field-strength survey was begun in order to determine the propagation conditions for the establishment of a wide-band V.H.F. Radio Telephone Trunk system. This survey was completed early in 1952 and work began at several of the hill-top sites before the end of the year: access roads were provided, buildings and wireless towers erected and power supplies led to the sites. In addition, all the diesel generators, much of the channelling equipment and the first consignment of radio equipment for the section Singapore-Kuala Lumpur arrived in Malaya and installation work commenced.

THE GROWTH OF LOCAL TELEPHONE SYSTEMS  
IN THE FEDERATION.

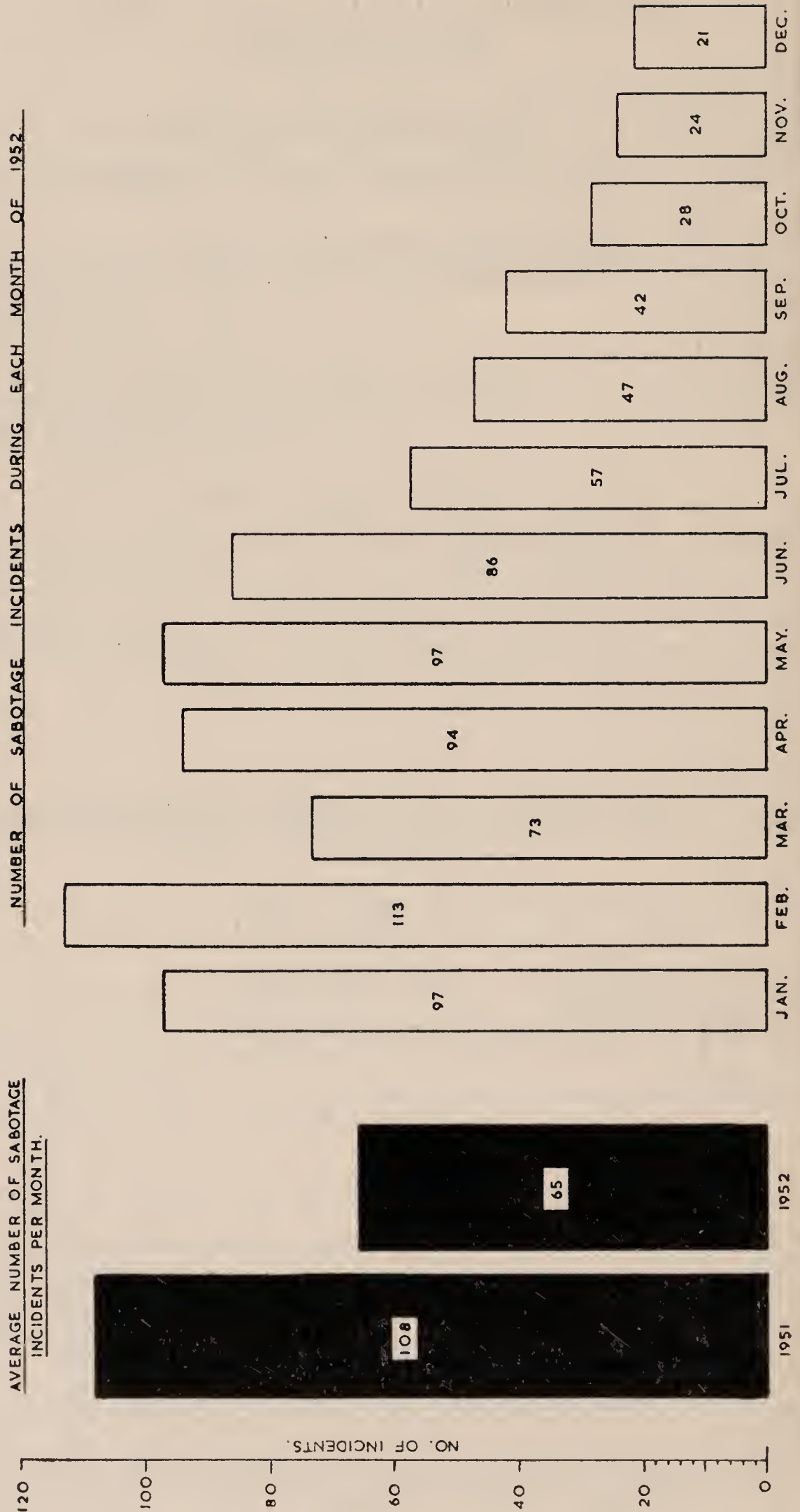


THE GROWTH OF THE TELEPHONE TRUNK & JUNCTION  
NETWORKS IN THE FEDERATION.





SABOTAGE OF TELEPHONE & TELEGRAPH SERVICES



When the system is in operation a large number of additional telephone trunk circuits will become available. Circuits on this new system will be in no way dependent on the existing trunk telephone network but at Singapore, Malacca, Kuala Lumpur, Ipoh and Penang the two networks will interlock.

High quality long-distance circuits will also be provided for the Department of Broadcasting.

Self-supporting steel towers are being erected to carry the highly directional aerial arrays of the system. These towers are of various heights from 150 feet upwards: the one being erected in the heart of Kuala Lumpur will soar nearly 700 feet above the general level of the town.

Elaborate power supply arrangements are being made: in places where there are public electricity supplies emergency standby diesel plants are being provided and where no reliable public supply is available two diesel sets are being installed. If one supply, either from the mains or from a diesel engine, fails for any reason then the standby plant automatically starts and takes over the load.

The radio systems are also being provided with standby equipment: in the event of any component failure the standby transmitters and receivers are automatically and immediately brought into use so that there is no interruption of any of the communication facilities being carried by the radio link.

Plans were drawn up during the year for communications between the main centres in the west of the Peninsula and the States of Pahang, Kelantan and Trengganu to be improved greatly by a similar V.H.F. Trunk Scheme: detailed field-strength surveys for this extension of the original scheme were undertaken.

#### TELEPHONE SERVICES

The tables on page 269 show graphically how the number of telephones actually in use has increased year by year and how the network of trunk and junction circuits has been expanded.

The tremendous growth of the telephone service, which has continued since the liberation, still shows no signs of abating. Although a further 2,500 subscribers were given service during the year, the waiting list of applicants increased by 1,361. In Kuala Lumpur alone the number of subscribers has doubled in the last three years and the new exchange which was opened in July, 1951, has already had to be extended to handle this large and unforeseen increase.



The first 12-channel carrier system in Malaya was installed and opened for traffic between Kuala Lumpur and Singapore in August. This system has proved very successful and another three similar systems have been ordered from England for use in other parts of the Federation. Thirteen new 3-channel carrier systems and one 4-channel system were also brought into service during the year, providing additional good quality long distance trunk circuits. The construction of additional metallic long distance circuits also continued and a total of 102 new trunk and junction circuits were provided.

The policy of standardising exchange plant, by replacing obsolescent exchanges, continued to be implemented vigorously throughout the year and at the same time many exchanges were increased in capacity. Progress may be summarised as follows:

Exchanges converted from Manual to Automatic ...	10
Automatic Exchanges extended ... ..	15
Manual Exchanges extended or replaced by larger switchboards ... ..	10
New Automatic Exchanges opened ... ..	4
New Manual Exchanges opened ... ..	1

The installation of automatic switching apparatus in the new Penang Exchange Building proceeded steadily during the year.

Planning and design work continued for the new automatic Telephone Exchange which is to be built in Ipoh and manufacture of the switching apparatus commenced.

#### TELEGRAPH SERVICES

During 1952 the Public Telegraph Service handled 1,507,659 telegrams; this is a slight decrease from the 1951 figure but is still above the average for the post-war period.

The most noticeable single improvement to the telegraph service has been that brought about by the installation of a new suite of "phonogram" positions at Kuala Lumpur which enables telephone subscribers in the Kuala Lumpur area to dictate their telegrams direct to the Telegraph office staff. Plans were made for a similar suite to be installed in Penang when the new automatic exchange has been brought into service there.

The Rented Teleprinter Service continued to provide Government departments, commercial houses, newspaper publishers, and other interests with direct teleprinter connexions between their offices located in various parts of the Federation and Singapore. Unfortunately this



o E.E.C. Thuraisingam,  
*Member for Education*



Dr. Lee Tiang Keng,  
*Member for Health*







service which is becoming increasingly popular was not able to expand greatly during 1952 as the increasing demand had caused serious congestion on long distance telegraph circuits. In order to relieve the most heavily congested circuits additional telegraph equipment has been installed at Kuala Lumpur and Singapore and this is expected to be in service early in 1953; at which time also delivery is expected of equipment required for the relief of overloaded circuits in other parts of the country.

Plans were made during the year to provide an even more attractive Rented Teleprinter Service and to increase the efficiency of the Public Telegraph Service. These plans began to take effect in December when installation commenced at Kuala Lumpur and Singapore of teleprinter switchboards which will increase the flexibility of the network of telegraph circuits. In December also legislation was introduced to authorise a revision of the Rental Teleprinter Service rates to become effective when the teleprinter switchboards are brought into service.

#### EXTERNAL LINE PLANT

In the first half of 1952 repairs to sabotaged overhead line plant took up much of the time of the available labour force but incidents were greatly reduced in the second half of the year and consequently it became possible for maintenance standards to be improved. The table on page 270 gives details of terrorist incidents involving damage to plant.

The reconstruction of communication facilities for the East Coast Railway was pressed forward during the year despite stores and labour supervision difficulties.

#### RADIO SERVICES

Aeradio facilities were extended during the year with the opening of Malacca Airport, which has been provided with V.H.F. Radio for communication to aircraft in flight.

Radio Services to ships at sea continued to be operated on medium and high frequencies from the Penang Coast Station, and the short range radio telephone service from Kuala Trengganu continued to be appreciated by mariners.

V.H.F. Radio links have been provided between Kluang and Mersing (Johore) and between Sepang and Banting (Selangor), for use by telephone subscribers, as a supplement to land line communications. A similar radio circuit was at the end of the year being installed between Sabak Bernam and Sekinchang.



A wide band V.H.F. radio link capable of carrying 3 speech and 16 teleprinter circuits was established between Singapore and Kuala Lumpur early in the year to ensure the continuity of communications between these two centres.

The radio telephone services operated from Singapore to Britain and Hongkong were in considerable demand throughout the year. The service to Australia was, however, not so well patronised. A new service was opened in July, 1952, to Jesselton but the demand for calls on this link has been very disappointing.

The installation of radio equipment for the Marine Department was commenced at the end of the year. Sets were being installed at Port Swettenham, Malacca, Pulau Undin, Pulau Angsar and One Fathom Bank.

A Radio network is being installed for the C.E.B. The station at the new Connaught Bridge Power Station was completed and other switching points and generating stations are due to be provided with service early in 1953.

#### MECHANICAL WORKSHOPS

The Mechanical Workshops in Kuala Lumpur continued to be employed up to the full limit of their capacity on the manufacture, maintenance and repair of Departmental equipment. A large volume of work was undertaken in connection with the installation and maintenance of the Police Radio Scheme.

All stationary Diesel generators controlled by the Department are now regularly overhauled by fitters from the main Kuala Lumpur Workshops: this procedure is proving more satisfactory than overhauling by local staff.

Skilled tradesmen continue to be difficult to obtain and many men trained in the Workshops leave the Department for more lucrative private employment as soon as they have learnt enough to be considered useful apprentices.

New equipment received and put into service during the year included a Spark Plug Cleaner and Tester, a 60-ton Mechanical Press, 8 inch Lathe Grinding Attachments and two Crankshaft Adjustment Gauges.

The following items selected from the list of works completed during the year indicate the diversity of the tasks performed.

#### Items manufactured:

34,149	Wooden arms for Telegraph poles
500	Brackets for V.H.F. Directional Arrays
127	Date Stamps

100	Microphone brackets for Police Radio Cars
31	Canvas canopies for 3-ton lorries
23	Petrol Storage Bins
3	Wooden Telephone Call Offices.

Items repaired:

1,079	Railway Tablet Pouches
93	Telephone operators chairs
49	Battery Charging sets

### TRANSPORT

The Motor Vehicle Repair Shop in Kuala Lumpur carried out routine maintenance and repairs on all Departmental vehicles in Selangor and major repairs and overhauls on all Departmental vehicles in the Federation during the year:

Major overhauls	...	...	...	...	113
Minor overhauls	...	...	...	...	497
Routine Servicing and Minor Repairs	...	...	...	...	996

These figures include work done on Post Office vehicles: all Postal Services Department vehicles stationed in Selangor have been maintained in the Telecoms. Workshops since September, 1952.

The Departmental fleet was augmented by the following vehicles:

Land Rovers	...	...	...	...	2
Bedford 30 cwts.	...	...	...	...	6
Bedford 3 ton	...	...	...	...	12
Motor Cycles	...	...	...	...	10
Austin 5 ton Diesels	...	...	...	...	2

At the end of the year it consisted of 278 vehicles, 14 of them armoured. Armour was fitted to five 3-ton trucks, 2 Land Rovers and 2 Wickham Trolleys during the year.

The gross mileage covered by Departmental vehicles during 1952 was 2,365,900 miles.

### MAIN ELECTRICAL AND RADIO WORKSHOPS

The amount of work done showed a considerable increase over the previous year. It was, however, not possible for any effective staff increases to be made and so artisans and technicians especially in the Radio Repair, Radio Construction, Transformer and Coil Winding and Painting and Electro-plating sections were required to work overtime throughout the year in order to keep abreast of the requirements of the Police Radio Installation programme.



Typical of the variety of tasks performed in the Kuala Lumpur Workshops during 1952, were the following:

27	Telephone Switchboards positions constructed
	8-position Phonogram Suite made for Kuala Lumpur Telegraph Office
70	Loudspeaker Units made for Police Radio use
5,133	Labels engraved
124	Radio Transmitters/Receivers repaired
520	Typewriters overhauled
212	Surgical Instruments electroplated

### STORES

Although the supply position regarding some items remained difficult, the Crown Agents cleared a considerable backlog of outstanding indents and in consequence difficulties due to lack of storage space were experienced. This was not unexpected but efforts to obtain additional accommodation were not successful.

Stores Overhead Charges were high because normal working hours proved insufficient for clerks and storemen to deal with the increased volume of Stores passing through: these officers were called upon to work overtime during the greater part of the year. An additional Division I Officer was recruited specially for Stores duties. The organisation of the Stores was the subject of careful study and a new Stores Suspense Scheme prepared.

Some idea of the volume of work handled by the Departmental Stores can be gained from the following figures:

	1947.	1951.	1952.
No. of Transactions ...	80,560	105,395	112,857
Value of Transactions	\$4,640,909	\$13,179,795	—

These figures refer only to Unallocated Stores Account items: a considerable number of items were paid for direct from Votes (including Police votes).

### FINANCE

Details of Revenue and Expenditure for the year, together with comparative figures for 1950 and 1951 are:

Expenditure.	1950.	1951.	1952.
	\$	\$	\$
Personal Emoluments ...	3,451,694	3,855,609	4,992,748 <i>a</i>
Other Charges, Annually			
Recurrent ...	3,616,078	6,018,910	5,333,119

*a.* Revision of Salaries, Consolidation of portion of C.O.L.A., etc.

Expenditure.	1950. \$	1951. \$	1952. \$
Other Charges, Special Expenditure ... ..	4,215,789	7,263,941	8,048,976
Cost of Living, Housing and Other Allowances ...	1,861,405	3,155,161 <sup>b</sup>	3,311,093 <sup>a</sup>
Expatriation Pay ... ..	87,009	105,663	241,869 <sup>a</sup>
	<hr/> 13,231,975 <hr/>	<hr/> 20,399,284 <hr/>	<hr/> 21,927,805 <hr/>
	\$	\$	\$
Loan Account, 1946 ...	452,801	727,733	198,333
Loan Account, 1949 ...	1,619,304	406,499	56,560
Loan Account, 1951 ...	—	—	1,833,896
	<hr/>	<hr/>	<hr/>
Revenue.	\$	\$	\$
Telephones ... ..	8,483,786	9,634,110	11,399,517
Telegraphs ... ..	1,878,658 <sup>c</sup>	2,250,582	2,374,670
Wireless ... ..	10,100	12,536	17,547
Teleprinter ... ..	255,802	325,508	386,755
Miscellaneous ... ..	429,400	520,561	321,196
Railway Elect. Signal, etc....	236,714	320,414	382,833
Work done for Other Government Departments	245,049	280,000	295,639
	<hr/> 11,539,509 <hr/>	<hr/> 13,343,711 <hr/>	<hr/> 15,178,157 <hr/>

The Department's Commercial Accounts for 1951 were produced during the year. These showed an operating profit of \$1,017,314 and a net profit of \$344,314 after charging interest on capital. The operating profit on the Telephone service was \$1,464,870 (14.88 of Telephone Revenue), whilst in common with other Administrations a loss amounting to \$454,692 (34.54 per cent. of Telegraph Revenue) was sustained on the Telegraph Service.

Mechanisation of accounting continued throughout the year, the major developments being production of salary vouchers on Adrema Equipment and Stores stock records on a Burroughs machine.

<sup>a</sup>. Revision of Salaries, Consolidation of portion of C.O.L.A., etc.  
C.O.L.A.

<sup>c</sup>. Overseas rates revised 1-7-50 *vide* Paris regulations.

<sup>b</sup>. Revision of



## Part VII

## CIVIL AVIATION

Civil Aviation continued to prosper during 1952 and statistics of aircraft movements, passengers and freight carried are as follows:

Station.			Aircraft Movements.		Passengers.	
Kuala Lumpur	Airport	...	21,956	(17,706)	...	78,083 (68,278)
Penang	...	...	5,966	( 4,933)	...	50,999 (46,339)
Ipoh ...	Aerodrome	...	5,922	( 4,003)	...	32,772 (30,172)
Taiping ...	...	...	1,500	( 1,468)	...	10,647 (10,371)
Kota Bharu	...	...	1,518	( 1,135)	...	20,249 (16,452)
Kuantan	...	...	1,582	( 960)	...	10,610 ( 8,804)
Alor Star	...	...	937	( 648)	...	5,278 ( 6,116)
Malacca	...	...	1,406		...	3,099
Labis ...	Airstrip	...	622		...	403
Batu Pahat	...	...	604		...	390
Kluang	...	...	622		...	432
Bentong	...	...	782		...	1,043
Benta ...	...	...	728		...	990
K. Trengganu	...	...	276		...	341
Temerloh	...	...	302		...	302
Jenderata	...	...	250		...	238
Sitiawan	...	...	250		...	220
Johore Bahru...	...	...	68		...	25
			44,286	(30,853)	...	216,121 (186,532)

Station.			Cargo (Tons.)		Mail (Tons.)	
Kuala Lumpur	Airport	...	1,034.3	( 608.7)	...	204.8 (184.5)
Penang	...	...	747.7	( 610.6)	...	181.6 ( 86.4)
Ipoh ...	Aerodrome	...	618.7	( 265.3)	...	103.6 ( 70.3)
Taiping	...	...	87.4	( 45.8)	...	6.9 ( 5.1)
Kota Bharu	...	...	356.9	( 275.3)	...	62.4 ( 60.0)
Kuantan	...	...	90.2	( 41.6)	...	16.5 ( 7.2)
Alor Star	...	...	32.4	( 7.8)	...	2.6 ( 1.6)
Malacca	...	...	1.2		...	3.2
			2,968.8	(1,855.1)	...	581.6 (415.1)

(The figures in brackets are for 1951).

Scheduled air services are provided by Malayan Airways and by Federation Air Service. Malayan Airways are a private company operating a fleet of 11 Douglas D.C.3 aircraft. The Federation Air Service is an airline owned by Government and managed on its behalf by Malayan Airways; its schedules are run in order to provide communication between the smaller towns of the Federation and linking them with the main airfields of the country.

*Malayan Airways*—The following is a schedule of Internal Air services.

- |     |   |                 |
|-----|---|-----------------|
| 1.  | Singapore/Kuala Lumpur/Ipoh/Penang<br>and vice versa ... ..                   | Daily           |
| 2.  | Kuala Lumpur/Kuantan/Kota Bharu and<br>vice versa ... ..                      | 3 times weekly  |
| 3.  | Singapore/Kuala Lumpur/Ipoh/Taiping/<br>Penang and vice versa ... ..          | Daily           |
| 4.  | Singapore/Kuala Lumpur and vice versa<br>(two flights via Malacca) ... ..     | 15 times weekly |
| 5.  | Penang/Alor Star/Kota Bharu and vice versa                                    | 3 times weekly  |
| 6.  | Singapore/Kuala Lumpur/Penang and<br>vice versa (via Malacca Southbound) ...  | Twice weekly    |
| 7.  | Singapore/Kuala Lumpur/Kuantan and<br>vice versa (via Malacca Northbound) ... | Twice weekly    |
| 8.  | Singapore/Penang and vice versa ... ..  | 4 times weekly  |
| 9.  | Penang/Kota Bharu and vice versa... ..  | 6 times weekly  |
| 10. | Singapore/Kuala Lumpur/Ipoh and vice<br>versa ... ..                          | Daily           |

#### *Federation Air Service*

The following is a schedule of air services now operated by F.A.S.: These schedules are subject to frequent alterations according to traffic needs:

- |    |  |                |
|----|--|----------------|
| 1. | Kuala Lumpur/Malacca/Batu Pahat/<br>Kluang/Johore Bahru/Singapore and<br>vice versa ... .. | Twice weekly   |
| 2. | Kuala Lumpur/Jenderata/Sitiawan/Ipoh<br>and vice versa ... ..                              | 4 times weekly |
| 3. | Kuala Lumpur/Benta/Kuantan/Kuala<br>Trengganu and vice versa ... ..                        | Twice weekly   |
| 4. | Kuala Lumpur/Bentong/Benta/Temerloh<br>and Temerloh/Bentong/Kuala Lumpur                   | Twice weekly   |
| 5. | Kuala Lumpur/Bentong/Temerloh and<br>Temerloh/Benta/Bentong/Kuala Lumpur                   | Twice weekly   |
| 6. | Kuala Lumpur/Temerloh/Kuantan and vice<br>versa ... ..                                     | Once weekly    |
| 7. | Kuala Lumpur/Kuala Trengganu/Kota<br>Bharu and vice versa ... ..                           | Twice weekly   |



*International—Malayan Airways Ltd.*

1. Singapore/Kota Bharu/Saigon/Singapore... Once weekly
2. Singapore/Penang/Bangkok and vice versa Once weekly
3. Penang/Medan and vice versa ... 3 times weekly

*Thai Airways Corporation*

1. Bangkok/Penang and vice versa ... 6 times weekly

The following figures indicate the operations of the Federation Air Service during its first year of operation :

	Passengers.			Freight. (Kilos.)	Mail. (Kilos.)
	Official.	Non-Official.	Total.		
Southeast Route ...	276	1,892	2,168	2,786	73
Central Route ...	1,082	2,301	3,383	—	—
Northwest Route ...	70	436	506	—	—
	<u>1,428</u>	<u>4,629</u>	<u>6,057</u>	<u>2,786</u>	<u>73</u>

This service is still in its infancy and has been restricted because of the lack of airfields. It now however links 15 towns and will be expanded, it is hoped, gradually to cover the whole of Malaya.

4. There are eight airfields with landing facilities available from sunrise to sunset; among these is Malacca which was opened by Her Royal Highness the Duchess of Kent on 6th October, 1952. Night landing facilities are available at Kuala Lumpur and Ipoh. In addition there are over 60 landing grounds available for light aircraft. Kuala Lumpur airfield can now take any aircraft at present used by the major airlines of the world.

5. The Department of Civil Aviation is within the Portfolio of the Member for Lands, Mines and Communications and is responsible for the administration of civil aviation, licensing of aircrew, supervision of the safety of airways by the control of air traffic, maintenance of adequate standards of aircraft engineering and the management of the airfields and an increasing number of landing grounds. The total revenue of the Department was \$501,438 mainly from fees charged for aircraft landings; expenditure far exceeded this figure.

6. There are four flying clubs in the country at Kuala Lumpur, Ipoh, Penang and Kluang. These clubs provide training and recreational flying to an increasing number of members; the Ipoh flying club is the only gliding organisation in the region.

## METEOROLOGICAL SERVICES

Owing to the shortage of assistant staff, the number of first order meteorological stations in the Federation was reduced from 15 to 14 by the closing down of the station at Cameron Highlands in September,

1952. At most stations, however, regular surface observations from 0000 G.M.T. to 1200 G.M.T. were maintained throughout the year. Measurement of upper winds by pilot balloons were made at least once a day at Penang, Kota Bahru, Kuala Lumpur, Port Swettenham, Kuantan and Malacca. Eight of the fourteen meteorological stations are situated on, or adjacent to, aerodromes and these stations continued to supply weather reports to aircraft in flight.

The increase in internal air services and Royal Air Force operations from airfields in the Federation necessitated the establishment, in January, 1951, of the Forecast Office at Kuala Lumpur. During the greater part of 1952, this office was open from 2300 G.M.T. to 1100 G.M.T., but in October, due to staff shortage, the forecast services had to be curtailed on Sundays. Forecasts to aircraft on Sundays are supplied by the Forecast Office at Kallang, Singapore. The expansion during 1952 of the Federation (Beaver) Air Service and the increase in operations of Malayan Airways, brought a corresponding increase in the number of forecasts issued to aircrews and other aerodromes in the Federation.

In order to effect a more adequate technical supervision of meteorological stations, 3 special grade posts were created and 3 meteorological assistants were promoted to fill these posts. Each special grade assistant is responsible for the supervision of a group of stations. One Assistant meteorological officer was awarded a departmental scholarship in the University of Malaya for study leading to a Honours Degree in Physics.





## Chapter XII

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### PRESS, BROADCASTING, FILMS AND INFORMATION SERVICES

#### Part I

#### GOVERNMENT INFORMATION SERVICES

##### GENERAL

Up to 1952, and for a part of this year also, the departments of Government concerned with the dissemination of information were functioning separately : these departments were the Department of Information, the Department of Broadcasting, the Malayan Film Unit and the temporary Emergency Information Service.

During the year it was decided that the effectiveness of these services, particularly during the Emergency would be greatly increased by a single direction and, as a consequence, they were integrated into a unified service under one Director-General of Information Services responsible to the Member for Home Affairs. Within this new organisation provision was, for the first time, made for a Research and Planning Division and provision was also made for a considerable strengthening of staffs and equipment.

The plans and establishment were finalised and approved in September 1952 and a new headquarters in Kuala Lumpur was completed by the Public Works Department on 25th October 1952, precisely 40 days after the first bull-dozer moved on to the site : the cost of construction was \$340,000. The offices were occupied at once and later were formally opened on 21st November by the High Commissioner.

Mr. A. D. C. Peterson, O.B.E., was appointed as the first Director-General of the Information Services and assumed duty on 8th October, 1952.

Mr. J. N. McHugh, Director of Information Services, throughout the year received the award of an O.B.E. in the New Year's Honours 1953.

A new directive for the integrated services was issued by the Member for Home Affairs in December 1952 : it follows the general lines of the previous directive and outlines the principles to be followed in



raising the level of the people's understanding of their political, social and economic responsibilities.

#### STAFFS AND EXPENDITURE

The full effect of the proposed staff increases were of course not apparent during 1952 since the expansion was provided for mainly in the 1953 Estimates. The intended increases are :

		Existing Estimates (1952)	Intended Establishment (1953)
Division	I	34	55
	„ II	37	90
	„ III	371	491
	„ IV	291	418

The proposals included, however, the engagement of some 14 expatriate officers on short-term contracts and several of these had arrived by the end of 1952.

The main expansion is in field staffs, particularly at district level, and in the Mobile Units. These Public Address and Cinema Units were in fact increased in number during the year to a total of 63 with an ultimate target of 90.

A major factor contributing to the high cost of information work in the Federation is the diversity of local languages and of Chinese dialects. Publications are necessarily produced in Malay, Chinese, English and Tamil, whilst in broadcasts, or film sound-tracks, the fact that no less than seven dialects of Chinese are locally spoken must be considered.

#### PRESS DIVISION

The Press Division continued to maintain its service on behalf of the Federal, State and Settlement Governments and of Government Departments. A total of 3,517 Press Statements were issued during the year, of which 2,618 were on behalf of the Federal Government and 899 on behalf of the State and Settlement Governments.

The Division also continued to assist in the distribution of Press material from the Office of the Commissioner-General for South East Asia and of the Central Office of Information, London.

The Press Section of the Emergency Information Services encountered considerable difficulty in meeting its responsibilities in relation to operational news. This was primarily due to the lack of experienced journalist staff. With the decision to integrate the functions of the Emergency Information Services within the Department of Information and the provision of new posts of Chief Press Officer with four assistants, the position had by the end of the year greatly improved.

The service of Press photographs taken by departmental photographers has been continued and expanded. Considerable use is made of these not only in departmental publications and by the Malayan Press but also by the Central Office of Information for distribution in the Commonwealth and in foreign territories. The United States Information Service has also used a great many in their publications which circulate widely in S.E. Asia and in the United States. There are now more than 8,000 prints in the Photographs Library of the Department.

The daily summary of the vernacular press and the Fortnightly Malayan Press Digest were continued and a Weekly News Summary for overseas circulation was introduced in January, 1952. This has proved exceedingly popular overseas.

There has not at any time since the Emergency began been any Press censorship in the Federation. Press representatives and foreign correspondents have direct access to officials and to Government departments. The very considerable assistance which the responsible newspaper press have continued to give during the year, and the strong support which has been forthcoming for major policies initiated by the Government, was acknowledged by General Templer in a speech to the Kuala Lumpur Rotary Club in which he paid tribute "to the English, Malay, Chinese and Indian newspapers in our Malayan Press, who by and large have reported accurately and commented fairly on the things that the Government is attempting to do".

The provision of facilities for visiting Press correspondents has continued to be a responsibility of the Department of Information. Among the many foreign correspondents who visited the Federation in 1952 were Press delegations from Burma and Thailand.

#### MOBILE UNITS

In view of the low literacy level (40 per cent.) the major responsibilities of the Information Services are in the field. There has been considerable expansion during the year of the work of the Mobile Public Address/Cinema Units, which by the end of the year numbered 63. These field teams travel constantly all over the country, often in dangerous areas. More than a million people a month are addressed through them on current issues of major importance. The films shown depict various aspects of Government activity and are designed both to be informative and instructional. With the availability of an increasing output of simple films in the vernacular languages by the Films Division, the effectiveness of the work of the Mobile Units is being greatly increased.

Other countries of South East Asia have shown interest in this work in the field. A team of Information Officers from Vietnam visited the



Federation during the year to study the methods and organisation of the field teams.

#### PUBLICITY AND PUBLICATIONS

Output of constructive information material has been increased not only for the general public but also for use in schools. Booklets, pamphlets and posters on a wide range of subjects from Public Health to Civics have been produced.

Special campaigns have been directed during the year to the explanation of elections at Municipal and Local Council levels ; to making known the work of the Rural and Industrial Development Authority ; to the recruitment of Chinese Police ; to securing support for the Federal Security Loan ; to recruiting for the Federation Regiment ; to publicising the new Citizenship Laws ; to the importance of anti-rabies controls ; to the smallholders' rubber replanting scheme ; and to many other matters. As usual a considerable amount of work was done in the field of Public Health Education.

A major part of the resources of the Department continue to be committed to the production and distribution of accurate information relating to the Emergency and in support of the Security Forces. Some 30 million leaflets, booklets and posters in vernacular languages were produced during the year for the Security Forces and the Emergency Information Services.

The regular vernacular publications of the Department have been continued throughout the year. The weekly Malay newspaper "Panduan Ra'ayat", of which 50,000 copies are issued, has a wide distribution in kampongs all over the country ; "Janobahari", which is a similar type of Tamil weekly paper, reaches 25,000 estate workers ; "Berita Mata<sup>2</sup>" is a Police newspaper which has a distribution of 10,000 copies monthly. A new publication for Home Guards, "Semangat Kelantan", has been started and 5,000 copies per issue have been circulated in all States.

Two other publications which are regarded as important are "Hsin Loo Pao" (New Path News) and "Farmer's News". These are directed to Chinese in the New Villages and have a monthly circulation of 70,000 and 43,000 respectively.

A new fortnightly publication in English and the three vernacular languages was started during the year entitled "Malaya in Pictures". It is intended for Reading Rooms, schools, etc., and provides pictorial news of current events. It has been very well received. The circulation is 17,500 copies per issue.

The Central Office of Information monthly magazine "Today", overprinted in Jawi, Chinese and Tamil, continues to be in demand

together with the supplement "Malaya Today", which is produced by the Department, in all four languages. The total subscribed circulation is 17,500.

### EXHIBITIONS

The Federal Government decided that the Federation should join with the Governments of Singapore, North Borneo, Brunei and Sarawak in forming a South East Asian Pavilion at the Colombo Exhibition in March, 1952. The design of the Pavilion was carried out by the well-known British designer, Mr. Misha Black, of the Design Research Unit, London.

More than 1,000,000 people visited the Pavilion, which apart from presenting a colourful representation of the countries and peoples of the five territories, included a striking exhibit relating to the Emergency in the Federation. The total cost of the S.E. Asia Pavilion was \$92,319.32 of which the Federation's share was \$39,697.30.

In December the Department sent a small exhibition designed by their Chief Artist, Mr. Anthony, to the Cultural and Social Work Exhibition at Madras. It was seen by some 25,000 people and undoubtedly helped to correct local misapprehensions as to the Malayan situation. The Malayan exhibit was formally opened by the Honorable Mr. V. M. N. Menon, O.B.E., a member of the Federal Legislative Council. Mr. Menon's Press Conferences and meetings with local people assisted considerably in obtaining publicity in Madras for the truth about present-day Malaya.

## Part II

### THE PRESS

The following is a list of newspapers and periodicals published in the Federation of Malaya :

*Daily—*

#### ENGLISH

Malay Mail (Kuala Lumpur)  
Pinang Gazette and Straits Chronicle (Penang)  
Straits Echo and Times of Malaya (Penang)

#### MALAY

Majlis (Kuala Lumpur)  
Warta Negara (Penang)



## CHINESE

China Press (Kuala Lumpur)  
 Lien Pang Daily News (Kuala Lumpur)  
 Kin Kwok Daily News (Ipoh)  
 Kwong Wah Yit Poh (Penang)  
 Sin Pin Jih Pao (Penang)

## TAMIL

Tamil Nesan (Kuala Lumpur)  
 Sevika (Penang)

## PUNJABI

Pardesi Khalsa Sewak (Kuala Lumpur)

*Weekly—*

## ENGLISH

Sunday Mail (Kuala Lumpur)  
 Sunday Gazette (Penang)

## MALAY

Panduan Ra'ayat (Kuala Lumpur)

## CHINESE

Overseas Chinese Weekly (Kuala Lumpur)

## TAMIL

Janobahari (Kuala Lumpur)  
 Sangamani (Kuala Lumpur)

*Fortnightly—*

## ENGLISH

Young Malaysians (Kuala Lumpur)

## MALAY

Hiboran Kanak<sup>2</sup> (Kuala Lumpur)

*Monthly—*

## ENGLISH

Scouting (Kuala Lumpur)  
 The Planter (Kuala Lumpur)  
 Malayan Police Magazine (Kuala Lumpur)  
 Malaya To-day (English, Malay, Chinese, Tamil)  
 (Kuala Lumpur)

## MALAY

Pengasoh (Kota Bahru)  
 Maju (Kuala Lumpur)  
 Semangat Kemenangan (Seremban)  
 Semangat Kelantan (Kota Bahru)





Malayan Industry—a Tin Dredge at work





*Above*  
Making "Ba"  
in Kelantan



*Traditional Cro*

*Left*  
Sawing timber.  
Langkawi Isl



MALAY—(*cont.*)Berita Mata<sup>2</sup> (Kuala Lumpur)

Mujallah Guru (Penang)

Suara UMNO (Johore)

## CHINESE

Farmer's News (Kuala Lumpur)

Hsin Loo Pao (Kuala Lumpur)

*Quarterly—*

The Malayan Nature Journal (Kuala Lumpur)

The Malayan Agricultural Journal

The Malayan Forester

Dharma (Kuala Lumpur)

## Part III

## DEPARTMENT OF BROADCASTING

The most striking development during 1952 has again been the great increase in mobility of the Department of Broadcasting. Making full use of the new portable tape recording gear, teams of reporters and interviewers reached all over the country, from the jungles of Ulu Kelantan to the Johore Straits, and these brought on the air, people, music, news and ideas that had never been broadcast before. The effect of this increased mobility has been not only to bring radio more truly to the people and thereby promote unity of interest and concern, but also to revitalize the broadcast programmes by an infusion of music and spoken word that had not had a hearing before. During the year broadcasts have been made from every State and Settlement in the Federation, and a very great number of kampongs and new villages, some very remote, have been visited by recording teams gathering programme material.

The bulk of this work has been undertaken by the Community Listening Section of Radio Malaya, started early in 1951, whose prime object is to provide a useful radio service for the rural population of Malaya in the three vernacular languages of the country. Apart from broadcasts on such subjects as health, agriculture, infant welfare, language instruction and civics, the Community Listening Service has provided entertainment in the form of workers' concerts and variety shows and built up the reputation of some outstanding radio personalities in all languages. The broadcasts are popular not only for their entertainment value, but also for their social and civic importance, like the recently started Malay Agricultural Forum. There



have been special broadcasts for the Security Forces and Home Guards and a continual flow of programmes on the operational side of the Emergency, as well as on events in China and the nature of Communism.

At the end of the year there were over 1,400 Community Listening Receivers in use in kampongs, New Villages, mines and estates.

Two new transmitting stations came into operation during the year, one at Glugor in Penang and another at Kajang, for the Kuala Lumpur station, both having been installed by technical staff of the department. The areas of good medium wave reception in the Federation, though still inadequate, have thereby been extended.

The Kuala Lumpur station is to be granted new accommodation at the top of the new Savings Bank building in the centre of the town and departmental planners have started work on the design of a station that will be a credit to the Federal capital.

The number of schools in the Federation listening to the Schools Broadcasts, which are broadcast from Singapore and relayed by Federation stations, have further increased and at the end of the year there were 190 English Schools, 403 Malay Schools, 379 Chinese Schools and 184 Tamil Schools, taking advantage of the service. This service now broadcasts annually more schools programmes than the B.B.C. in the United Kingdom itself! Civics broadcasts dealt in the first term with Municipal Government, in the second with District and State Government, in the third with the Federal Government.

Broadcast campaigns in support of Government recruitment drives, voluntary services, elections and other matters of civic and social importance were outstandingly successful, and mention should be made particularly of the demonstrable and direct help given by radio in the campaigns to eradicate rabies, and to assist the postal authorities at Christmas, and in the campaigns in support of the Federation Loan and the country-wide local Government elections.

During the year the Ruler of each State came to the microphone. The High Commissioner and the Deputy High Commissioner broadcast several times. The visit of H.R.H. the Duchess of Kent was fully covered, and the proclamation of H.M. Queen Elizabeth II was relayed from the B.B.C.

News coverage in the Federation was still restricted through the absence of reporting staff. Meetings of the Legislative Council and Municipal Councils were regularly covered by the Department's own "observers". Among important new programme series which started in 1952, were the controversial discussion programme "M a l a y a n Forum", followed a few months later by "To Start you Talking"; the

fortnightly "Progress Report" on the work of Government Departments the "Under 21 Club", and "Down Your Way", a successful bid to bring the people to radio and radio to the people.

In addition, a local girls' choir was organised and trained and a local radio dance orchestra put on the air at the end of the year. An immense variety of entertainment programmes, thousands in number, were produced by the Federation's three Stations and the Headquarters station at Singapore. Some of these were most successful in support of charity and one in Penang raised \$6,000 for the T.B. Fund in two evenings.

Sport also got much more attention. Commentaries on the international Thomas Cup badminton matches were the highlight of the year. Ipoh races were broadcast for the first time and there was full coverage in two languages of the A.A.A. meeting at Ipoh. Several sports never before commented upon on the Malayan radio were introduced to listeners during 1952 and for the first time Radio Malaya had its own observer at the Olympic Games at Helsinki in Finland.

The main short-wave coverage of the Federation is by transmitters in Singapore, fed by programme material prepared partly in Singapore, the entertainment and world-news centre, and partly in the Federation. In December, early morning transmissions in all languages from 6.30 a.m. were started from Singapore, and they have been much welcomed in the Federation.

The year has been one of satisfactory progress and expansion of service without expansion of staff. Proof that this progress has been appreciated by the public has been in the increase in the number of radio licence holders, by over 10,000 during the year to a total of over 70,000 at the end of the year; a rate of increase that showed every sign of being maintained or even accelerated as the year ended. In addition there were over 11,000 subscribers to Rediffusion Limited, which runs a wired broadcasting service in Kuala Lumpur.

The following transmitters were in operation :

Penang (Glugor)	2 x 3 kw.	M.W.
Malacca	1 x 50 watt	M.W.
Kuala Lumpur (Kajang)	2 x 4 Kw.	M.W.
	1 x 7 kw.	S.W.
Singapore (Jurong)	2 x 10 kw.	S.W.(+ 1 in reserve)

Hours of broadcasting on week-days were from 6.30 a.m. to 2.45 p.m. and from 5.00 p.m. to 11.00 p.m. daily, and on Sundays and holidays from 6.30 a.m. to 11.00 p.m. or 11.30 p.m.



## Part IV

### FILMS DIVISION

The Malayan Film Unit became part of the Films Division of the Department of Information Services in November, 1952.

The Head of the Films Division is responsible for translating the Federation Government's information and publicity themes into films, for the control of their production by the Film Unit, and for their distribution. Mr. T. Hodge, on secondment from the Foreign Office, became the first holder of this post.

During the year the Malayan Film Unit was effectively reorganised. The weekly newsreel has been replaced by a monthly film magazine of less ephemeral value devoted to Malayan affairs. The emphasis in film production has been changed from short-term Emergency topics to longer term aspects of the policies of the Government in education, youth organisation, agriculture, trade unionism, local government, rural and industrial development, and similar subjects. Short entertainment films in vernacular languages are also produced.

Eighteen short films, in addition to a weekly newsreel, were made during 1952 and most of them were dubbed in Malay, Chinese and Tamil. The commercial film industry concentrates on making feature length entertainment films in Malay. Only the Government makes educational and informational films.

As Malayan Film Unit films are made primarily for use on mobile film units it follows that their distribution is mainly through the Government agency, the Federal Film Library, which serves the mobile units with films. However, commercial cinemas welcome MFU productions and short general interest films find a ready distribution through the two major circuits which control over 50% of the cinemas in Malaya. Federal Film Library sends films to the independent theatres. Malaya has 155 commercial cinemas. Forty-eight are owned by Shaw Bros., and twenty-seven by the Cathay organisation and the rest by independent groups. The Cathay and Shaw Bros., between them control most of the first run cinemas.

Energetic steps are being taken to secure a better and wider use of official films, and to increase the availability of Malayan films in film-lending libraries in the United Kingdom, the United States of America, South East Asian countries, India and Australia. The service of Malayan official films to B.B.C. Television and to British commercial newsreels has recently been developed to a considerable degree with gratifying results.

The film record of the visit of H.R.H. the Duchess and the Duke of Kent in October, 1952, was shown all over Britain a few days after being filmed by the Malayan Film Unit.

The services of the Federal Film Library continue to be in wide demand. The Library has been reorganised and now contains more than 5,000 prints of 16 mm films. Schools continue to be among the keenest of borrowers. The Mobile Units continue to be the biggest users, but more employers are now using educational films for their employees as a welfare measure. The total number of films lent during the year exceeded 9,000 films.





## Chapter XIII

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### LOCAL FORCES

#### FEDERATION REGULAR MILITARY FORCES

January, 1952, saw the arrival in the field of the 5th Battalion. The Malay Regiment for active operations against the Communist Terrorists. The five Malay Regiment Battalions and the Training Organisation and Administrative Units at Port Dickson under Regimental Headquarters, provided during the year the main efforts by the Federation Regular Military Forces in the fight against Communism.

During 1952 planning has continued for the expansion of the Federation Forces. The basis of the force will be infantry and emphasis therefore has been laid on providing a supply of trained men of all ranks to fill the vacancies in new Infantry Units which will form in the coming years. In order to achieve this end, a new training unit has been formed at Port Dickson with wings for the training of boys between the ages of 14 and 18 years, and for the selection and training of potential Officers who will here receive initial training before being sent to England for instruction.

The Boys Company started on 12th September with an intake of 74 boys. The boys will carry out scholastic and military training to bring them up to the standard required to take the School Certificate Examination. On successful completion of this examination they will enter the Wing for potential officers, there to carry out a further six months military training before going to the Officer Cadet Schools at Eaton Hall and Sandhurst. The Wing for potential officers, which also started training in September has now 47 candidates for Commissions. These two Wings are the basis on which the future officers of the Federation Forces will be trained.

The second and most important step in the expansion programme has been the formation of a Federation Regiment at Taiping, a Regiment which it is intended shall eventually consist of three battalions and shall include British subjects and Federal citizens of all races and creeds. These three Federation Battalions together with nine Malay Battalions, will form the infantry element of the Federation Regular Military Forces in the years to come. To enable the Force to be self sufficient, plans have been made for a Federation Armoured Car Regiment of three Squadrons, an Engineer Squadron and a Signal



Squadron. Of these new units one armoured car squadron and the signal squadron are already in action. The former started operations in October while the latter, which was formerly the Malay Regiment Signal Squadron and was already operational, has been redesignated the Federation Signal Squadron.

Towards the end of the year Brigadier J. R. G. Andre, C.B.E., D.S.O., who had served with the Malay Regiment for eighteen years and commanded it for seven years, proceeded to the United Kingdom on retirement. He had been responsible for the expansion of the Malay Regiment since the outbreak of the Emergency in 1948.

The Regimental Headquarters of the Malay Regiment was amalgamated with Headquarters Malaya in October, 1952. Although the Regimental Headquarters of the Malay Regiment has disappeared, it is intended that a Federation Army Headquarters will be built up to assume the responsibilities lately carried by Regimental Headquarters of the Malay Regiment, and to control the other Federation Military Forces which are planned.

### THE VOLUNTEER FORCES

#### *Malayan Royal Naval Volunteer Reserve*

The Malayan Royal Naval Volunteer Reserve is a pan-Malayan force with Divisions in the Federation and Singapore.

Rules governing the creation of the Federation Division were made on 12th June, 1952, and this became the effective date of its formation.

Craft attached to the Federation Division are styled "Her Majesty's Malayan Ship" and the Colours flown are the White Ensign, the Federation Flag at the Jack and a red St. George's Cross on white background with a blue fly for the Masthead pendant. The Ship's badge for the Penang sub-Division Tender is the coat-of-arms of Penang Settlement surmounted by a naval crown.

The administrative headquarters of the Federation Division has been set up in Penang and the buildings, which have been erected on the Esplanade, also house the headquarters of the Penang sub-Division. The building was commissioned on 23rd February, 1952. The ceremony was performed by Rear-Admiral A. F. Pugsley, C.B., D.S.O., Flag Officer, Malayan Area, before a distinguished company. Guards of Honour and Band were paraded by H.M.S. "Alert" H.M.S. "Pelandok" (Royal Malayan Navy) and H.M.S. "Panglima" (Singapore Division, M.R.N.V.R.) together with the Band and Drums of the 1st Battalion, the Manchester Regiment.

The Federation Division was represented by a detachment from the Penang sub-Division at the parade of Voluntary Services held at Kuala Lumpur on 5th October, 1952, in honour of the Visit of Her Royal Highness the Duchess of Kent.

During the year a 45-foot Medium Speed Picket Boat, one 14-foot sailing dinghy and a 12-foot skiff were provided on loan by the Royal Navy. Certain repairs to the M.S.P.B. were necessary and these were effected. All craft are now in excellent condition.

The total authorised strength of the Penang sub-Division is 150. There has been no difficulty in obtaining sufficient volunteers to fill the available training facilities of the sub-Division and there is a long list of names on the register of applicants for enrolment.

The training of Officers and Ratings commenced in July, 1952. The first Officers to join were all ex R.N.V.R. Officers with war experience. They all elected to take the "Probationary Course" for refresher purposes.

H.M.S. "Alert" was placed at the disposal of the Penang Sub-Division on 29th, 30th, and 31st August when a training programme was carried out.

#### *Federation of Malaya Volunteer Force*

The Volunteer Force Ordinance was passed in May, 1951 and the Volunteer Rules in December, 1951. Recruiting thereupon began in January, 1952 and by the end of the year the strength of the Force was 36 Officers and 681 volunteers.

The Force, unlike the pre-war volunteers forces which were predominantly infantry, is composed of various arms of the service—mainly administrative and technical. The formation of the following units was begun:

F.M.V. Recce Corps

F.M.V.A.S.C.

F.M.V.E.M.E.

F.M.V.M.P.

The Headquarters of each corps are in Kuala Lumpur but Company Headquarters are in outstations, the principal detachments being at Taiping, Ipoh, Seremban and Malacca, with smaller detachments at Penang and Alor Star. As with the Federation Regular Forces, planning has continued for the expansion of the Volunteer Forces and the raising of Artillery, Engineer and Signals units.

The Force is established under the Command of the General Officer Commanding Malaya, who is responsible for training, but



the Federation Government remains responsible for all administration not directly connected with training, and for financial control. The volunteer Commanding Officers are assisted by regular adjutants in major units and by permanent staff instructors in each company.

Enrolment is open to men who are British subjects or Federal Citizens and conditions of service are modelled on those of the Territorial Army in the United Kingdom and include a liability to serve outside Malaya on mobilisation. All volunteers are required to undergo the following annual training:

Annual Camp ... .. Maximum of 15 days and a minimum of 8 days.

Compulsory Training... 80 Periods of 1 hour.

Range ... .. Fire a course on the range.

Voluntary training additional to the above can be carried out.

As 1952 was the first year of the existence of the newly-constituted Volunteer Forces, training was limited to basic training and no camp was held. Volunteers were exercised on the rifle range but did not have the time to fire a full course. Attendances at parade were good as additional instructors were obtained by co-operation with regular units, and cadre courses were held for the training of volunteer potential N.C.Os. The average number of training periods attended during the year was about 4 hours per week per man.

Some 560 officers and volunteers were recommended by their commanding officers as having attained a modified degree of efficiency and received bounties. Partial bounties were granted this year as a special case because many volunteers could not join at the beginning of the year.

During the year Headquarters Malaya arranged a system of affiliation under which each volunteer unit will be able to call upon a regular unit for assistance.

As all pre-war Volunteer Headquarters buildings, with one exception, had been taken over for other purposes, the provision of alternative accommodation was an urgent need and the lack of it in some stations was a ruling factor in limiting progress. Plans have been made for providing permanent accommodation in each station in accordance with an approved scale, but in the meantime, efforts were made to obtain temporary accommodation in existing buildings. As a result, sufficient accommodation has been found to form detachments in the seven stations where units exist.

Although many problems remain to be solved the formation of the Force has continued steadily during the year. Volunteers have received

much assistance from the regular army and are encouraged by the promise of continued help in the future. Although recruiting is lagging in certain areas due to the demands of other forms of voluntary service, some detachments have been up to establishment for sometime and have opened waiting lists. There have been delays and deficiencies but enthusiasm has been maintained in all ranks of the Force.

### *Malayan Auxiliary Air Force*

This Force, like the M.R.N.V.R., is a pan-Malayan force with units in the Federation and in Singapore. In the Federation there are two Wings; one in Penang and one in Kuala Lumpur.

The Penang Wing, which was established in June, 1950, comprises a Wing Headquarters, Fighter Control unit and Fighter Squadron. The Fighter Squadron has made good progress during the year and a number of suitable recruits have come forward for flying training.

The Fighter Control Unit began the year with a strength of 39 other ranks. By the end of the year the numbers had risen to 4 officers and 93 other ranks.

Technical training of the Fighter Squadron was carried out in accordance with the syllabus submitted to Air Headquarters R.A.F. Malaya. Trade tests (both written and oral) were carried out in nearly all trades except the Air Wireless Section. No annual camp or continuous training was possible during the past year.

The trades under training in the Fighter Control Unit during the year were:

Radar Fitters and Mechanics	...	...	12
Radar Operators	...	...	43
Fighter Plotters	...	...	32
Telegraphists	...	...	11

The Radio-telephony Operators were made redundant in June, and re-mustered to the trade of Fighter Plotter, which now combines the duties of both trades. In addition to the above airmen's and airwomen's trades, four officers were trained in Fighter Controller Duties and four airmen, selected from the trades of Radar Mechanic and Radar Operator, were also given some part-time training as Fighter Controllers, with the intention of commissioning them if they should prove capable.

At the Unit town Headquarters, a dummy Ground Control Interception cabin has been designed by the Commanding Officer and built by the regular airmen; this makes it possible to carry out synthetic exercises with a high degree of accuracy. A dummy operations room



has been in existence since the unit was first formed. Plotting exercises have been carried on throughout the period.

The telegraphists are well provided for, with two classrooms fitted with Morse keys and headphones; two transmitters and receivers have also been supplied and operators are able to listen to authentic Morse transmissions. Communications will shortly be established between the radar site and town Headquarters.

The Radar Fitters and Mechanics work in two well-equipped workshops and have ample supply of electronic scrap for demonstration purposes and as material on which they can undertake practical exercises.

The Kuala Lumpur Squadron, which was formed in late 1951, has been handicapped throughout 1952 by lack of suitable training accommodation. The results of this shortage of proper H.Q. buildings are far reaching, the ultimate result being that progress during 1952 has been below expectations. In late 1952, a sum of \$170,000 was provisionally approved for expenditure on H.Q. buildings during 1953. Efforts to find a site for this building were begun in December, 1952.

Aircrew recruits have been of a reasonably satisfactory standard but in order to lessen the burden on the two R.A.F. instructors and to aim for an operational nucleus as early as possible, a proportion of ex-R.A.F. aircrew have been recruited.

Ground crew recruiting was not commenced until May, 1952 owing to the lack of training facilities for these recruits. Two intakes were accepted in May and October, 1952, and the total strength is 99. No difficulty in obtaining recruits has been encountered.

Flying training has progressed satisfactorily. In July, 1952, the establishment of aircraft was filled and, from that time, training has steadily increased. A total of 833 hours flying was completed during the year.

Ground crew training has progressed satisfactorily as far as the end of the basic stage which consists mainly of general Service Training.

## Chapter XIV

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### CO-OPERATIVE DEVELOPMENT

#### THE CO-OPERATIVE MOVEMENT

Co-operation in the Federation of Malaya continues to expand at a pace that is perhaps too rapid for the ultimate good of the movement. The demand is so great especially amongst the rural population that it is impossible to give new societies the thorough instruction before registration that was customary in former years. It must, however, be accepted that the rapid improvement of Malaya's rural economy is all important; the material benefits derived from the practice of co-operation have to be given precedence over the moral principles. This does not imply that teaching is neglected altogether. It means that some societies are registered and start working before all their members have a true knowledge of their obligations and privileges. Instruction, however, is continued on routine visits made by Supervising Officers after registration.

The most interesting experiment during the year has been the recruitment and training of Chinese Officers. It had formerly been considered that the individuality of the Chinese and their desire for high profits would not attract them to co-operation. Moreover, their smallholdings were often in isolated spots which they themselves had opened up either with no permission from the land authorities or at best on temporary occupation licences. Sometimes, too, they were found in groups on land which had been acquired and opened up by some wealthy member of their race who was usually concerned with the financing of their crops and the purchase and marketing of their produce.

As a result of the communist-inspired terrorist movement, large numbers of vegetable growers were brought into New Village areas where they could receive protection from the armed bands which used their isolated holdings as a source of food supply and which often forcibly recruited the younger men and women. It is hoped to spread co-operation in these New Chinese Villages and a few co-operative stores and farming societies have already been registered. There are, however, many difficulties. Lack of finance and customary reliance on the middleman are the greatest. It is a formidable task to overcome



the individualism, conservatism, suspicion and fear of these unfortunate settlers. Co-operation is difficult to establish if there is no mutual trust and friendship and in many New Villages families have only become acquainted since their resettlement. There is also the difficult question of audit. Officers with a knowledge of the Chinese method of keeping accounts must be recruited to the Audit Branch of the Department and they are not easy to find.

The total number of societies on the register in the Federation of Malaya at the end of 1952 was 1,567 as against 1,392 in 1951.

The greatest numerical increases have been in rural primary societies of the Raiffeisen type and in consumers societies. The latter expansion was largely the result of a Government aided scheme. The most noteworthy development, and that which has brought the greatest encouragement to the Department, has been the steady advance in the number of marketing and processing societies formed amongst Malay smallholders. There are now 99 such societies as against 42 in the previous year.

#### THRIFT AND CREDIT

##### *Rural Credit Societies*

The number of rural co-operative credit societies increased from 418 to 500. Their membership increased from 18,706 to 20,949. Loans to the value of \$1,227,870 were granted. Share Capital amounted to \$533,105 and deposits to \$116,036. During the last two years it has been the policy to form convenient groups of such societies into federations and banking unions. Statistics will be found below under the appropriate heading.

#### SEASONAL CO-OPERATIVE CREDIT SOCIETIES

These societies are really a probationary phase of the rural co-operative credit societies but with limited liability. They have been popular in the rice-growing areas. Six converted themselves to rural co-operative credit societies in order to obtain unlimited liability and so increase their maximum borrowing capacity on joining a banking union. There are now 67 such societies, with a membership of 1,426 and share capital of \$33,268. They gave out \$44,658 in loans.

#### FISHERMEN'S CO-OPERATIVE CREDIT SOCIETIES

There are five co-operative credit societies formed amongst fishermen. They are of limited liability. Their total membership is 298 and their share capital and deposits \$5,694. Loans to the value of \$19,482 were

granted. It will be noted that their small capital was fully employed but whether entirely for the improvement of their economic condition is doubtful. They are of an independent disposition and not easy to help.

#### LABOURERS' CO-OPERATIVE CREDIT SOCIETIES

These societies are intended to provide workers on estates and in Government departments with an easy means of cultivating thrift, and also to provide loans on the security of the members' own deposits. Their members are for the most part immigrants from South India but some members of other races are found in societies formed in such Government Departments as the Public Works Department. They are nearly all daily paid workers. 375 such societies had been built up over a number of years. In 1951 they had a membership of 39,280 and subscription capital of \$2,536,094. Loans to the value of \$236,057 were granted.

In July, 1952, a compulsory Provident Fund Scheme was introduced in Malaya. The members complain that they cannot afford to contribute to a Provident Fund, Trade Union, Temple Fund and Co-operative Society. The first three being more or less obligatory, the Co-operative Society is the one to suffer. A scheme was suggested by the Department whereby the Provident Fund subscription could be credited to the Co-operative Society where such existed, but this did not find favour. Although the Provident Fund will provide savings against the time of retirement it makes no provision for loans for useful or necessary purposes. In spite of propaganda, indications are that a very large number of these societies will have to be liquidated at the request of the members. 23 have already been dissolved and several more applications have been received. These societies now have a membership of 33,549 and share capital of \$2,488,258. This is an interesting example of how the satisfaction of an undoubted need by a statutory measure may possibly affect, and not always to their advantage, an association of persons who have joined together to satisfy that need by voluntary methods. There is room for both organisations but contributions to both put a strain on the financial resources of the workers.

#### CO-OPERATIVE THRIFT AND LOAN SOCIETIES

These are the most thriving form of co-operative societies in the country. They are formed amongst salary-earners in urban areas and are intended to encourage thrift and provide credit on easy terms for necessary or productive purposes. Their number increased from 99 to 101 and their membership from 39,200 to 40,640. Subscription capital increased from \$11,080,851.20 to \$13,100,887. Loans amounting



to \$6,563,052 were granted. Deposits for specific purposes amounted to \$1,149,743. There are also 15 Thrift and Investment Societies with a membership of 1,027 and investments and deposits of \$42,517. About 13 of these societies are formed amongst women. Thrift Societies are giving ever increasing help to other forms of co-operation, such as Co-operative Housing Societies, by providing loans at cheaper rates of interest than would be obtainable elsewhere. The greater part of their money is, however, used for their own objects or is invested in gilt-edged securities. Large sums were invested in the new F.M.S. Loans. Two of the oldest societies invested \$200,000 each.

#### CONSUMERS CO-OPERATION

The Government-assisted scheme for establishing Co-operative Stores Societies throughout the country, in order to restrain the rise in the cost of living, was continued and there are now 230 societies on the register with a membership of about 67,653 and share capital of \$1,544,118. There are 54 stores in towns, 75 in Malay villages, 9 in Chinese New Villages and 101 on Estates, Mines and other places of employment. Some Stores received aid in the form of direct cash advances from Government funds repayable over a period of years. Nearly all of these were Stores in towns. The great majority of Stores in Malay villages and on places of employment worked on their own capital. During the year certain types of goods, especially textiles, were in ample supply and there were signs of a fall in the cost of living. It is significant that loyalty of members rapidly deteriorated especially in the town stores. The reasons were firstly that many members had joined the societies for their own convenience and not with any true co-operative feelings and secondly that the town stores had to face fiercer competition than those in villages and on places of employment. Some will certainly have to be liquidated.

As part of this scheme, the Malayan Co-operative Wholesale Society, registered in 1949, was given substantial Government aid in the form of staff and of a guaranteed overdraft for trading. Credit up to two months was allowed to Stores which were considered to be working satisfactorily. There is no doubt that the Scheme had a very great indirect effect in keeping down prices to a fair level but it cannot be said that many of the town stores have themselves been successful. Several stores on places of employment have worked extremely well and most Malay Village Stores have managed to hold their own provided they have kept to their by-laws and disallowed credit.

Special Government aid has been substantially reduced but the Scheme will continue on a limited scale in 1953. There is no longer need for rapid development and no Stores will be formed unless there

is a real desire for co-operation amongst a group of persons who are prepared to work largely on their own capital.

The Scheme has had its critics but there is no doubt whatsoever that it served its purpose of restraining the rise in the cost of living when certain goods were in short-supply. Of even greater importance is the fact that a foundation has been established on which it will be possible to build rapidly in future if unfair prices are being charged to the public or if an emergency arises which requires the rationing and fair distribution of essential foodstuffs.

#### PRODUCER'S MARKETING AND PROCESSING SOCIETIES

The increase in Societies of these types has been noteworthy. There are now 99 societies as against 42 in 1951. They consist of 23 Rubber Marketing Societies, 10 small Fish Marketing Societies, 1 Coffee Marketing Society, 2 Oil Milling Societies, 5 Vegetable Marketing Societies and 58 small Rice Milling Societies. The latter are particularly popular in the padi growing areas. They mill chiefly for home consumption but sell surplus and by-products such as bran, for which there is very great demand amongst pig and poultry keepers. The former system was usually to mill for home consumption by the age old system of pounding and to sell the surplus to big mills, which thus obtained additional profits from the by-products. Under the present system, the cultivators are not tied to the big mills and can sell their milled rice to the highest bidder, subject to any Government regulations for the time being in force. In some areas where padi holdings are scattered, mobile rice mills are working.

#### UNIONS AND FEDERATIONS

There are three Urban Unions. Their object is to promote the welfare of their member societies. They consult one another on matters of common interest and policy, and sometimes make joint representations to the Registrar. They manage scholarship funds for assistance in the Education of children of members. They hold an Annual Conference at which each Union in turn is host. Papers are read and resolutions passed. At the last meeting it was decided to form a Pan-Malayan Union but this has not yet been effected.

There are 8 Banking Unions in the rural areas with 261 member societies—mostly Rural Co-operative Credit Societies of the Raiffeisen type. Their share capital is \$32,585 with deposits of \$6,900, but they have borrowed widely on the unlimited liability of their members, and loans to the value of \$604,430 have been issued mostly as seasonal credit.



There are also two Federations of Rural Societies both formed in Rice Growing areas for the purpose of acquiring shares offered to them in Government Rice Mills. The ultimate aim is that the Federations should take over the Rice Mills from Government but this is not likely to be possible for a considerable period.

#### HOUSING SOCIETIES

There are nine Housing Societies most of which are making progress. Three societies have constructed some houses and others are likely to do so shortly. Some find it difficult to attract sufficient capital to carry out their plans.

#### GENERAL PURPOSE SOCIETIES

There are now 119 General Purpose Societies, 13 less than last year. The 13 liquidated societies have been replaced by other types of societies in accordance with the policy of the Department to use these societies largely as a training ground for more advanced types of societies. The remaining societies have a total working capital of about \$85,304.61 composed of deposits and reserve funds. This money will be useful when the societies are ready to advance to higher forms of co-operation. Other types of societies include 8 Cattle Breeding Societies which make little progress, 4 Land Purchase Societies, 3 Co-operative Fairs, 2 Purchase and Distribution Societies, a Co-operative Settlement, a Transport Society, a School Society and a Mukim Improvement Society. (A mukim is one of the divisions of a District).

A remarkable achievement is an Electrical Supply Society Ltd., formed in the small village of Grisek in Johore through the initiative of the Penghulu (Malay Headman in charge of a Mukim). All householders in the village of whatever community are eligible for membership. The Penghulu lived just long enough to see his scheme in force and his sudden death was a sad blow to co-operation in this area. The Central Electricity Board helped very greatly with advice and technical assistance.

#### PROPAGANDA AND EDUCATION

Education courses for rural co-operators were held in six centres during the year. They were very popular. They were attended by Chairmen, Secretaries and Treasurers of Rural Societies. Instruction was given on Co-operation, Book-keeping, Organisation of various types of rural societies and method of conducting meetings. A full time Education Officer is an urgent necessity and will be included in the Estimates for 1954.

A meeting of the Co-operation Advisory Board was held in July, 1952. The main points discussed were Co-operative Marketing and the need for more Co-operative education. The appointment of a full time Education Officer was considered essential.

All Officers of the Department attended a Conference at Headquarters. It was the first to be held since the war. It is proposed that it shall become an annual event.

There are now Co-operative Officers in every State and Settlement of the Federation of Malaya. It is certain that Co-operation will play an ever increasing part in the economic development of the country.





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## PART TWO

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## Chapter I

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### GEOGRAPHY AND CLIMATE

#### GEOGRAPHY

The territories comprising the Federation of Malaya are situated in the southern section of the Kra Peninsula which protrudes at the south-eastern corner of Asia between India and China, between latitudes  $1^{\circ}$  and  $7^{\circ}$  North and longitudes  $100^{\circ}$  and  $105^{\circ}$  East. The Federation of Malaya covers an area rather more than twice the size of the Island of Ceylon and slightly larger than England without Wales. The largest of its territories is the State of Pahang, which is twice the area of Lancashire and Yorkshire combined and the smallest is the State of Perlis which is about twice the size of Rutland.

Four-fifths of the surface of the Federation of Malaya is covered by dense tropical jungle. The only generally cleared parts of the country are the long stretches down the west coast, an area in the north and a number of open stretches up the principal rivers. The State of Trengganu, for example, is divided into sixteen river basins all of which empty into the China Sea.

The Malayan rivers at their sources and in their upper reaches are quick flowing often with tortuous rapids and precipitous gorges. In the lower reaches, the descent is more gradual and the water takes on a muddy colour from contamination with the silt of the plains through which they meander before debouching ultimately through strips of mangrove swamp, particularly on the west coast.

The two principal rivers of the Peninsula are the Perak and the Pahang, the latter being some ten miles shorter than the River Thames. It springs in the main range of mountains, the highest of which is Gunong Tahan which rises to over 7,000' at its summit. This and other peaks constitute some of the highest territory south of the Himalayas, while there are half a dozen prominences which would comfortably overshadow Ben Nevis. That part of the country free from the torrid luxuriance of forest and jungle has been developed into great rice-producing areas as in the alluvial plains of Kedah, Perlis, and Kelantan. Other stretches have been scarred by the incisions of industry as in the Kinta valley of Perak, which opens out into a monotonous prospect of silver grey silt, the residuum of tin extraction.



The coast line of Malaya extends for over one thousand miles; on the west a practically unbroken succession of mangrove and mud-flats with infrequent indentations of picturesque bays fringed with coconut palms and the graceful spires of the casuarina. On the east coast there are long unbroken stretches of sand and surf bordered by a littoral vegetation which lends to it a beauty possibly unparalleled in the tropics.

Within the territorial waters lie the Langkawi Islands off the north Kedah coast rising to over 2,000' and wrapped in wild and rugged beauty. Farther south there is the island of Penang, picturesque in a different way, whose features have been eulogised by travellers from the earliest histories. The island of Pangkor off the coast of Perak was once a Dutch settlement but little remains in evidence of this history beneath the vegetation which has long since reclaimed its own.

Finally off the east coast among a sprinkle of beautiful islands there is Tioman with its symbolic silhouette of granite peaks.

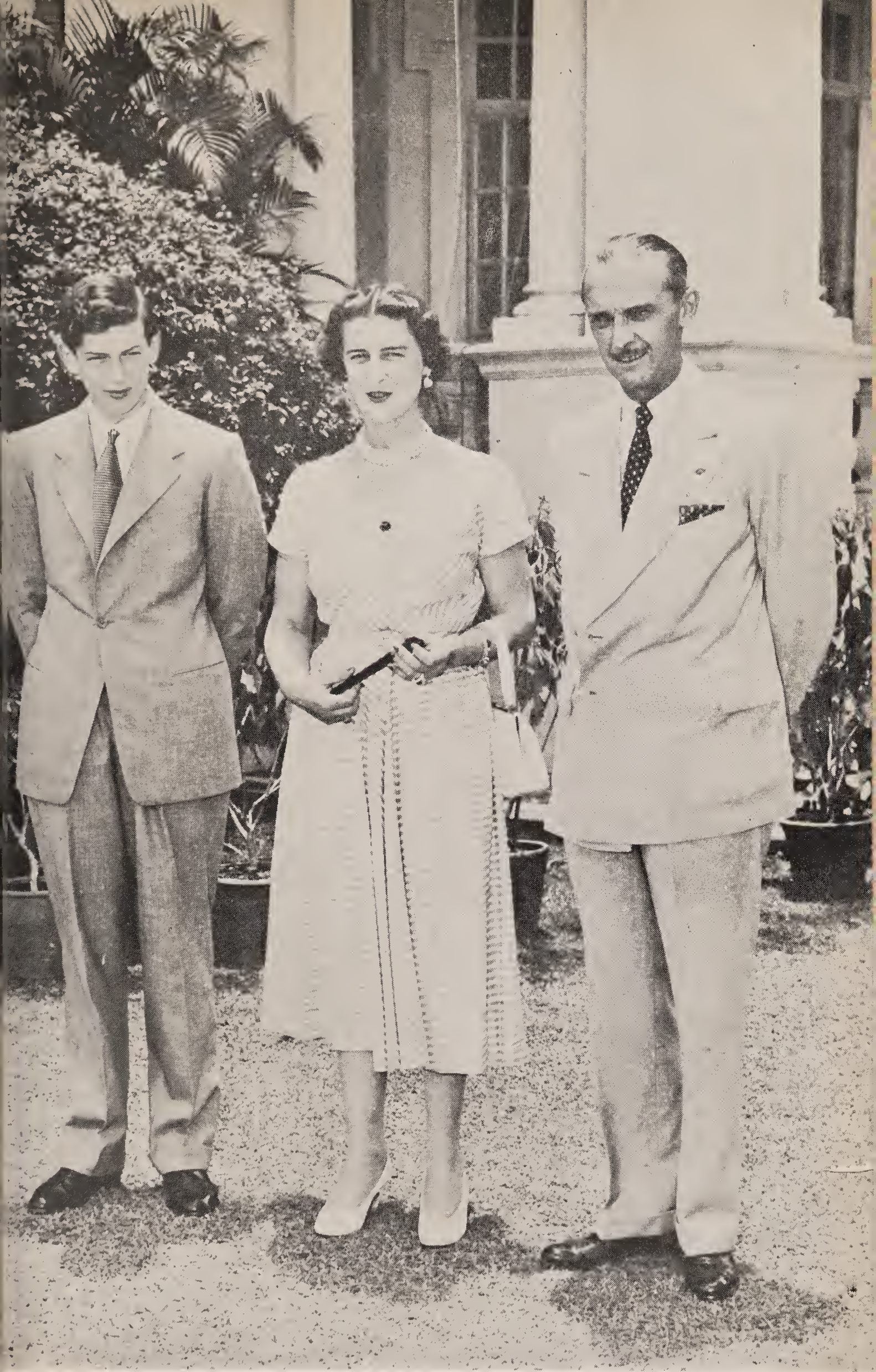
#### CLIMATE

The principal features of the Malayan climate are copious rainfall, high humidity and uniform temperature. The year is commonly divided into south-west and north-east monsoon seasons which correspond roughly with the summer and winter of northern latitudes; but, apart from the east coast, the differences of climate normally associated with the word "monsoon" are barely discernible in Malaya. The months between these two seasons which correspond with the spring and autumn of northern latitudes are the wettest months over most of Malaya. Coastal districts, however, have their own peculiar rainy seasons.

Rainfall averages about 100 inches a year, though the annual fall varies considerably from place to place and year to year. Jelebu, in Negri Sembilan, is the driest place in Malaya with an average of 65 inches and Maxwell's Hill the wettest with 198 inches a year.

The average maximum temperature in the plains is rather less than 90°F. and the minimum about 70°F. At the hill stations temperatures are considerably lower; at Cameron Highlands the extreme temperatures recorded are 79°F. and 36°F. and at Fraser's Hill 81° F. and 53° F.





H.R.H. The Duchess of Kent with The Duke of Kent and The High Commissioner  
in the garden of King's House





The new station of Radio Malaya at Kajang

*Radio in Malaya—transmitting and receiving*

An amusing lesson—broadcasting to school





## Chapter II

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### HISTORY

#### THE ABORIGINES

The Malayan aborigines comprise a series of exceedingly complex yet primitive groups, few of which have yet received detailed study. Perhaps the best known as well as racially the purest are the Negritos (Malay; *Semang*, *Pangan*) in the North. A wandering pygmy people divided into several distinct tribes they are akin to similar infantile Negritos in the Andaman Islands, New Guinea, the Philippines and newly recorded groups in Indonesia. Originally living in relatively open areas the Negritos have been driven into the hills by Malay and Chinese expansion and have recently forsaken the bow and arrow for the blowpipe of their *Senoi* neighbours whose language and way of life they are also adopting. Many small Negrito groups, particularly in Kedah, have died out since the beginning of the century.

The *Senoi* in the central highlands show many varying racial traits although superficially similar in material culture and their shifting methods of agriculture. There are several distinct variations of language which appears generally Mon Khmer in character. In physical appearance the *Senoi* differ widely, the distribution of distinct types bearing little relation to ethnic group. Only one type is markedly Mongoloid and recent research workers have reported Melanesian, Australoid, Papuan and other elements as common. Social organisation varies widely. The *Temer* in Eastern Perak and Ulu Kelantan have a relatively elaborate system and are a virile active group markedly contrasting with the *Semai* of Cameron Highlands whose integrity has suffered considerably by the opening up of this region. In the lowlands there are a number of settled *Senoi* groups who, with their rubber plantations and fruit orchards, are more than holding their own against Malay and Chinese competition. It was formerly the custom to refer to these people as *Sakai* but this somewhat degrading term has gained popular usage to cover a variety of aborigines without distinction and most anthropologists now prefer to use *Senoi* the common word for mankind in their languages.

In the Southern lowlands are a number of aboriginal groups variously described as *Jakun* or Proto-Malay. The *Jakun* dialects belong to the Malayan Polynesian group and are furthermore mixed, through an



intercourse extending over many centuries with the historical Malay tongue. They are poorer in material culture than the *Senoi* and appear to have originated in the Rhio Archipelago. It would seem that they have formed the nucleus of much of the modern Malay population of the South—a circumstance which is continuing at the present time. One special group, the former boat dwelling *Orang Laut*, have settled down in fishing villages notably along the west coast of Johore.

Many speculations have been made as to the order in which these aborigines reached Malaya. This, however, is a question for archaeological research, and not enough has yet been undertaken to draw any conclusion of value. The census of 1947 showed the total number of “nomadic aborigines” to be 29,648, a figure which, for various reasons, is almost certainly an underestimate.

### THE INDIAN PERIOD

About the first century, A.D., Indian traders from the Coromandel coast began to arrive in the Peninsula and in other parts of the Archipelago in great numbers. They came to barter their fabrics, their iron implements, their beads and the like for the produce of the jungle: its gums, camphor, wood and gold-dust. Ptolemy's account of the “Golden Chersonese” is clearly descriptive of the Peninsula about this period.

In time many of these Indians, accompanied by their skilled craftsmen, such as architects, cloth weavers and workers in metal, settled here and in numerous other places in the Archipelago, inter-married with the aborigines and built towns. In our part of the Peninsula their chief settlement was on the river Merbok in Kedah. This town came to be known in Malay records as Langkasuka. These Indian colonies led the virtually autonomous existence of city-states but, as time went on, they all came under the domination of Sri Vijaya, an Indo-Malay Kingdom, which had its capital, at one period, in Palembang. Later Sri Vijaya shifted its capital, it is thought, to Langkasuka.

The Indians wielded an important influence among the tribes with whom they had contact in the neighbourhood of the towns and the ports. They introduced Indian customs, including the system of rule by rajas in place of, or side by side with, the old simple Proto-Malay patriarchal or matriarchal tribal organisation. They disseminated Buddhism both of the southern school (Hinayana) and the northern school (Mahayana). Animism was, however, the basic cult of the Malays until it was replaced by Islam. The Indians brought a large number of Sanskrit words into the Malay language, introduced Indian alphabets for writing that language, and in time familiarised the Malays with the great Indian

epics to which Malay literature and drama of the Shadow Play variety came to owe so much.

Indian economic and cultural dominance lasted here from the early Christian era up to about the 15th century when the arrival of Islam first weakened and then destroyed it. The process of destruction was accelerated by the advent in 1511 of the Portugese who came to control the Malayan trade which up to that time had been largely Indian.

#### THE KINGDOM OF MALACCA

It is conjectured that it was from the Kingdom of Sri Vijaya that the State of Tumasik (later to be known as Singapore) was founded about the 13th century. The latter, in turn, gave rise to the Malay Kingdom of Malacca. Tumasik, after beating off an attack by the Siamese about 1348, fell to the forces of Majapahit about 1376 and disappeared from history for four hundred years. The dispossessed ruler of Tumasik, Parameswara, fled to Malacca (then a little fishing village) which in the course of the following century grew to be of such great importance. The infant Malay State which he founded there was beset by enemies, chief among whom were the Siamese who claimed allegiance from its rulers. The latter, however, appealed for protection to the Emperor of China who raised the title of the Malay ruler to that of King of Malacca in 1405, freed him from any dependence on the Siamese, and warned that people to refrain from attacking Malacca. Later in the century the Siamese renewed their attacks, but by then the Malays had grown powerful enough to defeat them without outside assistance, and even to conquer the Siamese vassal State of Pahang about 1458.

The new Kingdom of Malacca grew apace in the 15th century. Its port was thronged by traders from many nations and small settlements of Javanese, Chinese and others, were established there. By the end of the century it had extended its sway over the Malay Peninsula as far north as Patani and over some of the coastal regions of West Sumatra. During that century, too, began the conversion of the Peninsula Malays to Islam.

The first centre of Islamic missionary effort in the Malay Archipelago was Northern Sumatra. Thither Indian, Persian and Arab Muslim missionaries flocked from the 14th to the 17th centuries. From Northern Sumatra Islam spread to Malacca which, by the end of the 15th century, had become the centre of the new religion in the Archipelago.

This process of Islamisation was gradual; it started in real earnest in the Peninsula in the 15th century and was not completed till about the 17th century, when Iskandar Muda, Sultan of Aceh, compelled



acceptance of Islam at the point of the sword. Its progress appears to have been stimulated by the violent opposition of the Portugese. Its effect among the Malays was enormous; India lost its pre-eminence among them as a sort of mother-country; Indian ties were loosened and finally broken, Indian culture was no longer sought after; the Arabs and their religion and culture were taken as a pattern; the Indian pantheon was replaced by the Muslim belief in One God. Buddhism and Hindu rites yielded to Islam; Indian temples and religious symbols were destroyed; Indian names of places were in some cases altered; the local rulers who used to be known by the Indian titles of Maharaja or Parameswara were thenceforth called by the Arabic title of Sultan; the Arabic alphabet was adopted in place of Indian scripts; the flow of Sanskrit words into the Malay language ceased and that source was replaced by Arabic. The Malay versions of the Indian epics, the Mahabharata and the Ramayana, were put in the background and replaced by writings with a Muslim bias. Malay versions of Hindu romances were often altered to give them a Muslim colouring. Indian aestheticism gave way to Muslim rigidity; and the convivial habits of the Malays were replaced by the strict teetotalism prescribed by Islam.

The Malay Kingdom of Malacca came to an end in 1511 when, after fierce fighting, the town was captured by a Portugese fleet under Alfonso d'Albuquerque. The Malay ruler, Sultan Mahmud, fled to Johore where, in the course of time, he set up a new kingdom based on Johore, Pahang and the Riau Archipelago which became known as Riau-Johore.

The Portugese held Malacca from 1511 until 1641 when they were dispossessed by the Dutch. They were crusaders rather than traders, and their compulsory conversions to Christianity made them detested by the Muslim Malays. In view of the scanty reinforcements which they received from Europe they encouraged their soldiers to inter-marry with the local women and enlisted the sons born of these unions in their armed forces. Lack of assistance from their home country was mainly responsible for the Portugese defeat by the Dutch in 1641.

The Dutch conquerors of Malacca held their new possessions till 1795. In striking contrast to their predecessors they concerned themselves almost entirely with trade. When they were replaced by the British they left behind in the town of Malacca a few interesting specimens of Dutch Colonial architecture which are still in use.

In 1795, during the Napoleonic wars, England took peaceable possession of Malacca, returned it to the Dutch in 1814 in accordance with the Convention of London, and finally regained possession of it by virtue of the Anglo-Dutch Treaty of Holland of 1824 which recognised the Malay Peninsula as being within the British sphere of influence.

## THE KINGDOM OF RIAU-JOHORE

Mention has already been made of the Kingdom of Riau-Johore which was founded by the fugitive Sultan of Malacca and which included Johore, Pahang, Trengganu, the Riau Archipelago and the Karimon Islands, and indeed loosely took in all those parts of Malaya over which the Portugese did not exert effective control, that is to say, almost the whole of Malaya, for the Portugese (and their successors the Dutch) could command only the coastal areas between Malacca and Batu Pahat in Johore. These European nations, however, held command of the sea; an all-important factor which debarred their Malay enemies from legitimate trade and drove them all the more readily to piracy.

The Riau-Johore Kingdom, with its capital at Kota Tinggi, Johore, from the very outset had an uneasy existence. Its rulers were weak; deprived of trade, its funds were low: it was desolated by internecine conflicts, and it was not long before other enemies, this time non-European, appeared on the scene. Early in the 17th century a great and sinister figure made his appearance in the Archipelago: Iskandar Muda, Sultan of Aceh, in North Sumatra. His piratical hordes swept through Malaya massacring, pillaging and carrying away into captivity many thousands of Malays. Malacca was the only place that he failed to capture, but no other territory as far north as Patani was immune from his depredations. He completed the conversion of the Peninsular Malays to Islam by compelling conversion at the point of the sword.

This invasion further weakened the already weak position of the Riau-Johore Kingdom. The year 1699 was signalized by the murder of the Sultan, known posthumously as "*Marhum mangkat di-julang*", the last and the most degenerate of the direct line of the old Malacca Kings. The extinction of the old royal stock of Malacca in Johore, coupled with the periodical invasions of the Bugis which began to occur about this time, and to which reference is made below, commenced the disintegration of the Riau-Johore Kingdom which the Anglo-Dutch Treaty of 1824, by splitting up the Kingdom into English and Dutch spheres of influence, completed.

The successors of the murdered Sultan lost most of their power, and retired to Riau, leaving their Bendahara behind in Pahang, their Temenggong in Johore, and another high official in Trengganu. These chiefs, nominally the Ministers of the Sultan, eventually became the rulers in their respective States and the present royal families of Pahang, Johore and Trengganu are descended from them.

The Bugis from the Celebes began to swarm into the Malay Peninsula about the beginning of the 18th century. They were a bold,



piratical people and established a great name for themselves as fighters. They were led by warriors with the names of Daing and Suliwatang and they often wore armour consisting of coats of chain-mail. The Bugis overran Johore and Selangor, made themselves felt in Perak, Pahang and Trengganu, and in the course of the century they invaded Kedah on several occasions. When they conquered a territory and settled there their chiefs invariably took wives from the local notables. The ancestors, on the male side, of the present royal families of Johore and Selangor are descended from the offspring of such unions. It is probable that, but for the presence of European nations in the Archipelago, the Bugis would have carved out for themselves quite a considerable kingdom in Malaya.

In 1773, the country now comprising Negri Sembilan, inhabited by a people of Minangkabau origin who had extensively inter-married with the local Proto-Malays and who followed a matriarchal system of society, seceded from the crumbling Riau-Johore Kingdom to form a confederation of little States under a Minangkabau Prince from Sumatra.

#### RELATIONS BETWEEN SIAM AND THE NORTHERN MALAY STATES— FOUNDATION OF PENANG

Although Siamese aggression in the southern part of the Malay Peninsula had been effectively checked by Malacca in the 15th century the destruction of that Kingdom in 1511 by the Portugese (who cultivated Siamese friendship) had the effect of reviving Thai pretensions to the Northern Malay States : Kedah, Kelantan and Trengganu. The Siamese suzerainty over these States was vague, fitfully exercised and often resisted. The practice, however, grew up for these States to send periodically to Siam a ceremonial present of “ Golden Flowers ” (*bunga emas*). This offering was claimed by Siam to be a mark of submission but by the Malays to be merely a sign of respect and friendship. The Siamese suzerainty, when exercised, was resented by the Malays and, in the case of Kedah, the issue became acute when Francis Light, in 1786 on behalf of the East India Company, took possession of the Island of Penang which hitherto had formed part of Kedah. Light had been negotiating with the Sultan for the cession of Penang. Chief among the terms demanded by the Sultan were a guarantee of military assistance in the event of attack upon Kedah by land (that is to say, by Siam, Selangor under the Bugis, or Burma) and the annual payment of a sum of \$30,000. Although Light forwarded these terms to India for acceptance and proceeded to take possession of the Island the Company vacillated upon the terms while declining to give up possession.

In 1791 the Sultan was defeated in an attempt to retake the Island by force. By a treaty made in 1800 between him and the Company the cession of Penang, to which Province Wellesley was now added, was confirmed, and the Company agreed to pay the Kedah ruler \$10,000 a year while they remained in possession of these places. The treaty was silent as to military assistance. Throughout the negotiations for the cession of Penang the Kedah ruler had omitted to consult Siam. The Siamese were furious at this ignoring of their suzerainty but they bided their time.

In 1821 came their opportunity for vengeance. A Siamese force under the Raja of Ligor invaded and conquered Kedah. No quarter was given to the inhabitants and many thousands were massacred, Kedah losing thereby, it was claimed, more than half its population. The Sultan was driven into exile and the Siamese assumed direct control of the country, a state of affairs which continued until 1842 when the Siamese officials were recalled and the ex-Sultan was reinstated, though Perlis, which hitherto formed part of Kedah, was placed under a separate Raja. Kedah, however, together with Kelantan and Trengganu, remained under the suzerainty of Siam until 1909 when the Siamese, by the Treaty of Bangkok, transferred all their rights over these States and over Perlis to Great Britain.

Penang, the cession of which to the East India Company had been the source of such trouble for Kedah had, in many respects, a promising start. Acquired primarily as a naval base, it had an assured food supply from the agricultural region of Province Wellesley; it was a free-trade port; it allowed the occupation by settlers of such land as they could clear with a promise of title; its status was raised in 1805 to that of a Presidency like Bengal, Madras and Bombay, and it was subject only to the control of the Governor-General of India. All these factors attracted to the Island a large and varied population and the stage seemed set for the development of Penang into a really important city. But the deaf ear turned by India to Francis Light's appeals for administrative assistance resulting in the necessary alienation of lands without prescribing rent or conditions of cultivation, and the omission to reserve land for public purposes, his dependence upon opium, arrack and gambling farms for revenue, and his dependence upon India for decisions greatly impeded the progress of Penang. The Indian habit of permitting officials to engage in local trade was another factor which militated against Penang's progress. But above all Penang as an important city was doomed by its inferiority as a sea-port to Singapore which, through the foresight of Thomas Stamford Raffles, was founded as the great natural trade entrepôt in the Malay Archipelago.



## SINGAPORE

Thomas Stamford Raffles, a young official in the employment of the East India Company at Penang, was the founder of Singapore. In 1808 he attracted the notice of Lord Minto, Governor-General of India, by his eloquent plea against the proposed abandonment of the ancient town of Malacca—a proposal put forward by the Directors of the East India Company on the ground that Malacca would soon have to be returned to their Dutch rivals.

Later, Lord Hastings, successor to Lord Minto, authorised Raffles to seek a trading-station south of Malacca on the route of English ships to the Far East, on a site not already occupied by the Dutch, the great rivals of the East India Company in their unceasing quest for profitable trade centres. Raffles decided upon the Island of Singapore, at that time included in the territories still nominally held by the rulers of the Kingdom of Riau-Johore. A difficulty in negotiating arrangements with the ruler was that the then nominal Sultan of that Kingdom, Abdurrahman, an appointee of the Dutch and the Bugis, was not the eldest but the second son of the preceding ruler. The eldest son Husain had been ignored. Raffles solved the difficulty by entering into negotiations with Husain, and with the Temenggong of Johore, nominally the minister in Johore of the Riau-Johore Kingdom, but virtually the ruler of all Johore except the Muar district; and in 1819, the Temenggong and Husain, now recognised by Raffles as Sultan, signed an agreement allowing the British to choose land for factories in return for annual allowances of \$5,000 to the Sultan and \$3,000 to the Temenggong. In 1824 a final agreement was concluded ceding Singapore in perpetuity to the British.

Raffles' policy of free trade for Singapore, his encouragement of settlers, and above all the natural advantage of Singapore as a port serving the whole of the Archipelago, led to the phenomenal development of the new town.

People of many races, above all the Chinese, thronged to Singapore as, in a lesser degree, they were thronging to Penang. The descendants of these Chinese were to become the pioneers of the Chinese immigration into the Malay States which began on a large scale in the latter half of the 19th century.

Raffles was a scholar of Malay with an intensely sympathetic interest in the local peoples of all races especially the Malays. He worked upon a scheme for a complete federation embracing the States of the Peninsula and of the Archipelago including Mindanao in the Philippines. He protested against the reintroduction of the slave trade and against slavery. He planned a Malay College for Singapore.

## ESTABLISHMENT OF BRITISH PROTECTION IN THE MALAY STATES

Raffles strongly favoured British expansion not only in Malaya but elsewhere in the Archipelago. With his disappearance from the scene the ideal of a forward policy in this part of the world became dormant until it was awakened, in the last quarter of the century, by the rivalries of the great European powers and by the demands of British and Chinese capital seeking fresh fields for expansion coupled with the discovery of the rich mining resources of the Malay hinterland. The *laissez faire* policy of the successive British Governments and the unenterprising attitude of the East India Company (which governed the Straits till 1858), particularly sensitive to any venture savouring of expense, left the Malay States almost completely untouched although some of these States had asked for British protection.

In the seventies of the century, however, the British Government came to realize that a more progressive and realistic policy was necessary in its dealings with the Malay States. The administration of affairs in the Straits was now under the control of the Colonial Office to which it had been transferred from the India Office in 1867, and the new system enabled London to pay more attention to the Malay Peninsula.

The reasons which prompted the British Government to play a more positive part in the affairs of the native States were as follows :

FIRST—This was the period of annexation of many of the backward territories in the world by the great European nations. If Britain did not take immediate action to dominate the Malay territories there was a grave danger that another European power would step in and do so. In this connection the granting by the Rajas of huge concessions of land wholesale to Europeans and others, a practice that became prevalent at this period, constituted a grave danger to the British position in the Malay Peninsula as there was always a possibility that these concessions would fall into the hands of the subjects of another European nation which would thus be provided with a pretext for interference in the Malay States. This danger was very real (and came chiefly from France, Germany and Russia).

SECOND—There was the danger from Siam. In 1873, the year before the signing of the Pangkor Treaty, she had almost succeeded in inducing Perak to come over to her as a tributary State; she already had vague rights over the States of Kedah, Kelantan and Trengganu. But it was not so much Siam that was feared: the fact was that the very existence of Siam herself as an independent nation was imperilled by France. If Siam fell into the hands of the French then her Malay subject territories would automatically go to France too, and the stage would have been set for an Anglo-French war.



The THIRD reason which determined British intervention was that the position of the Western Malay States had deteriorated; disputed succession to a Sultanate and quarrels (in which the Chinese took a prominent part) as to the ownership of lands rich in tin led to civil wars and to widespread disorders.

The FOURTH reason was the impulse of British capital (either European or owned by Malayan Chinese) attracted by the mineral wealth of the interior as demonstrated by the rich tin fields in Larut and elsewhere.

So in 1873, Sir Andrew Clarke, the new Governor of the Straits, came out armed with authority from the home Government for more active intervention in Malaya. The first result of the new policy was the Treaty of Pangkor with Perak in 1874. In the same and the following decade of the century there followed agreements with Selangor, with Sungei Ujong and the other little States of Negri Sembilan, and with Pahang. In 1909, after long negotiations with Siam, that country transferred to Great Britain her rights in the Northern States, and in the same year agreements were concluded with Kedah, Kelantan and Perlis, and in 1919 with Trengganu. Relations with Johore were regulated by a treaty made in 1914.

These treaties, either in their original form, or in the form in which some of them were later modified, were in their main features substantially similar. The provisions common to all these agreements were as follows :

- (1) The Malay States agreed to accept British protection and to have no dealings with foreign powers except through Great Britain.
- (2) Great Britain guaranteed the States protection against attack by foreign powers.
- (3) The agreement provided for the appointment to the State of a British Officer whose advice must be taken and followed except in matters concerning Malay religion and Malay custom.

Some of the treaties contained no express mention of custom, but the undertaking not to interfere with custom was accepted as being implicit in all the agreements with the Malays, whether it was set forth in the actual words of the treaty or not.

Although the title of the British Officer appointed in pursuance of the treaties varied—in Perak, Selangor, Negri Sembilan and Pahang he was called Resident, in the other States, Adviser—it was never intended that there should be any difference in their functions; they were all meant to be advisers. But from the very start in Perak, Selangor,

Negri Sembilan and Pahang the Residents not only advised on policy, they were placed in such a position that they had to see that any policy decided upon was put into operation; they became in fact not alone advisers but the chief executive officers of the State. In the other States, on the other hand, the Advisers had almost always confined themselves to the giving of advice; the translation of that advice into action in internal affairs was a matter for the Malay administration.

The early Residents were faced with great difficulties: the Colony Government was not generous, and money had to be found to finance the new regime and put it on its feet, to compensate the Sultan and Chiefs for the withdrawal of their customary privileges of taxation, to construct roads, buildings and other public works and the like. It was decided to raise part of the revenue required by imposing rents on land as land. The Malays were accustomed to taxation only on the produce of land and this innovation (which was ultimately welcomed by the Malays) often caused considerable unrest at first. Then the Chiefs regarded as completely inadequate the allowances which they were given in lieu of their former perquisites. In some instances the valid claims of Chiefs, owing to the absence of accurate information at the Resident's disposal, were rejected. The Resident was given insufficient funds to set the administration at once on a sound basis, and yet he was expected, almost immediately the treaty was signed, to produce sensational results. Consequently, in some matters in which it would have been wise to have proceeded with caution, the Resident was compelled to act somewhat precipitately. One of the most delicate questions was the problem of slavery. The method ultimately evolved was to prohibit the creation of new slaves, and to provide that existing slaves could purchase their redemption for a small fixed sum. Another source of trouble was the direct use in some States, without reference to the Ruler or to the territorial Chiefs, of the Malay Forced Labour law (*Kerah*) for the carrying out of public works.

Apart from the personal factors involved, it was the cumulative effect of all these matters: the introduction of land-taxation in a form not understood by the Malays, the abolition of slavery, and the withdrawal of the revenue-collecting powers of the Rajas and Chiefs, that led to the Perak rising of 1874 and the Pahang rising of 1891-1892.

In time, however, the ability, patience and conciliatory attitude of the Residents led to a satisfactory adjustment of these difficulties. Chief among these early Residents were Sir Hugh Low, British Resident of Perak from 1875 to 1888, and Sir Frank Swettenham. Low's official diaries make interesting reading and show how Perak, from small beginnings, was built up stage by stage to the important State that it eventually became. Low was one of the outstanding men of the



century in Malaya, a fitting second in his own sphere to Raffles. Not only did he leave Perak prosperous and well governed but Sultan Idris and he were largely responsible for the atmosphere of goodwill which existed between the Malays and other communities.

In 1895, Perak, Selangor, Negri Sembilan and Pahang were constituted into a Federation at the head of which was placed a Resident-General to whom the Residents were subordinated. This inaugurated the system of centralized Government in the Federated Malay States which lasted in varying forms till 1932. The Resident-General was the chief executive officer of the Federation. In 1909 was created a Federal Council on which the Rulers of the four States had seats. The Council took over practically all the legislative functions of the State Councils. The title of Resident-General was replaced by that of Chief Secretary with somewhat diminished powers, and the authority of the Residents was partially restored. In 1927 the Malay Rulers withdrew from the Federal Council and were replaced by four Unofficial Malay Members.

In 1932 came devolution or decentralisation whereby legislative powers were to some extent restored to the States, the authority of the Rulers and the Residents reinforced, and the post of Chief Secretary replaced by that of Federal Secretary with greatly diminished powers.

The cultivation of huge areas of land with para rubber, a product first planted in Malaya towards the end of the 19th Century, together with the development of new rich tin-producing areas and improved methods for tin-extraction in existing areas—enterprises in which Chinese and Indian labour under European and Chinese capital, and Malay small agriculturists played such a great part—opened up an era of phenomenal prosperity for Malaya in the current century. This prosperity was reflected in the opening up of communications on a large scale, in the growth of towns, the construction of public buildings, the development of irrigation areas for rice cultivation, the expansion of social services and in progress in many other respects.

This progress was brought to an abrupt halt when the Japanese invaded Malaya on the 8th December, 1941. During the enemy occupation for 3½ years, the great majority of Government servants were either interned or suffered the rigours of occupation.

On the eve of the campaign for the liberation of Malaya the Japanese government surrendered unconditionally. In September, 1945, a military administration was established under the command of the Supreme Allied Commander, South East Asia, and this administration remained unchanged until the establishment of the transitional Civil Government of the Malayan Union on the 1st April, 1946.

The Malayan Union comprised the British Settlements of Penang and Malacca and the former Federated and Unfederated Malay States. The administration of the Malayan Union continued throughout 1946 and 1947 under the arrangements set up under the Malayan Union Order in Council, 1946. The Federal Executive power was vested in the Governor who administered the territory and legislated in consultation with an Advisory Council, the members of which were nominated by himself.

The Federation of Malaya which succeeded the Malayan Union came into being on the 1st February, 1948, on the conclusion of the Federation of Malaya Agreement, 1948, between His Majesty the King and Their Highnesses the Rulers of the Malay States. A short summary of the Constitution of the Federation of Malaya is given below.





## Chapter III

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### ADMINISTRATION

#### CONSTITUTION OF THE FEDERATION OF MALAYA

The Constitution of the Federation of Malaya came into existence on the 1st February, 1948, as a result of :

- (a) the Federation of Malaya Agreement, 1948, between His Majesty and Their Highnesses the Rulers of the Malay States of Johore, Pahang, Negri Sembilan, Selangor, Perak, Kedah, Perlis, Kelantan and Trengganu ; and
- (b) the State Agreements between His Majesty and Their Highnesses the Rulers of the Malay States ; and
- (c) the Federation of Malaya Order in Council, 1948.

#### *The State Agreements*

The State Agreements made between His Majesty and the Malay Rulers provide that, subject to the provisions of the State and Federation Agreements, the Rulers shall enjoy the prerogative, power and jurisdiction which they enjoyed prior to the Japanese occupation. His Majesty has complete control of the defence and of the external affairs of the Federation.

Each Malay Ruler undertakes to govern his State subject to the provisions of a written constitution, and the State Agreements also provide that the Ruler desires, and His Majesty agrees, that it shall be a particular charge upon the Government of the State to provide for and encourage the education and training of the Malay inhabitants of the State so as to fit them to take a full share in the economic progress, social welfare and Government of the State and of the Federation.

#### *The Federation Agreement*

The Federation of Malaya Agreement establishes, under the protection of Great Britain, a Federation called the Federation of Malaya which consists of the nine Malay States and the Settlements of Penang and Malacca. Power is reserved to His Majesty and to Their Highnesses the Rulers by mutual agreement from time to time to admit within the Federation any other territory.

Under the Federation Agreement, the Central Government of the Federation comprises a High Commissioner appointed by His Majesty,



a Federal Executive Council to aid and advise the High Commissioner, and a Federal Legislative Council.

The Agreement records the desire of His Majesty and Their Highnesses that progress should be made towards eventual self-government, and as a first step to that end, His Majesty and Their Highnesses have agreed that as soon as circumstances permit legislation will be introduced for the election of members to the several legislatures.

### *The High Commissioner*

In exercise of his executive authority the High Commissioner has the following special responsibilities :

- (a) the protection of the rights of any Malay State or any Settlement and of the rights, powers and dignity of Their Highnesses the Rulers;
- (b) the prevention of any grave menace to the peace and tranquillity of the Federation or any Malay State or Settlement comprised therein ;
- (c) the safeguarding of the financial stability and credit of the Federal Government;
- (d) the safeguarding of the special position of the Malays, and of the legitimate interests of other communities.

### *Federal Executive Authority*

The Executive authority of the Federation extends to matters with respect to which the Federal Legislative Council has power to pass laws, as defined in the Second Schedule to the Federation Agreement. This Federal Legislative list is extremely comprehensive. In certain cases laws made by the Federal Legislature may confer executive authority on the States and Settlements. The Federal Executive Authority is exercised by the High Commissioner either directly or through officers subordinate to him. He is empowered to delegate Federal Executive powers to the Government of any State with the consent of the Ruler concerned, or to a Settlement Government.

### *Federal Executive Council*

The High Commissioner presides over the Executive Council which, consequent on an amendment to the Federal Agreement in February, 1952, consisted of 4 *ex officio*, 11 official members and 5 unofficial members. The 11 official members include 3 Malays, 1 Chinese and 1 Ceylonese "Members" (*see below*) and the unofficial members are made up of two Malays, two Chinese and one Indian.

*Federal Legislative Council*

The Council consists of a High Commissioner as President, 3 *ex officio* members, 11 State and Settlement members, 11 official members, and 50 unofficial members. The State and Settlement members (who have the same freedom as unofficials to speak and vote) consist of the 9 Presidents of the Councils of State in the States and one representative of the Settlement Council in each Settlement selected from among themselves by the members of such Council. The 50 seats for the unofficial members are allotted as follows :

Labour	...	...	...	...	...	...	...	6
Planting (rubber and oil palms) :								
(a) Public companies	...	...	...	...	...	...	...	3
(b) Proprietary estates and small holdings	...	...	...	...	...	...	...	3
Mining	...	...	...	...	...	...	...	4
Commerce	...	...	...	...	...	...	...	6
Agriculture and husbandry	...	...	...	...	...	...	...	8
Professional, educational and cultural	...	...	...	...	...	...	...	4
General State/Settlement Representatives	...	...	...	...	...	...	...	11
Representing the Eurasian community	...	...	...	...	...	...	...	1
Representing the Ceylonese community	...	...	...	...	...	...	...	1
Representing the Indian community	...	...	...	...	...	...	...	1
Representing the Chinese community	...	...	...	...	...	...	...	2

The official languages of the Legislative Council are English and Malay.

In April, 1951, a "Member" system was introduced. Under this system nine of the official members were made responsible for various departments and functions of Government with the following designations and portfolios:

*Member for Home Affairs*

Immigration, Public Relations, Broadcasting, Film Unit, Cinemas and theatres, Printing, State and Settlement relations, Pilgrimage Affairs, Aborigines, Local Government, Public Holidays, Youth movements, National Registration, Registration of citizens, Census, Registration of Births, Deaths and Marriages, Rural and Industrial Development Authority, Co-operative Development, Elections and Nationality.

*Member for Economic Affairs*

Trade and Industry, Imports and Exports, Supplies, Customs and Excise, Patents, trade marks and inventions, Reparations, E.C.A.F.E., F.A.O., etc., Economic development, Statistics.

*Member for Agriculture and Forestry*

Agriculture, Drainage and Irrigation, Forestry, Veterinary, Game, Fisheries.

*Member for Health*

Medical and Health Services, Nutrition, Chemistry, U.N.I.C.E.F.



*Member for Education*

Education, Museums and libraries, Cultural institutions, British Council, Protection of historical monuments.

*Member for Industrial and Social Relations*

Labour, Trade Unions, Social Welfare, Employees Provident Fund.

*Member for Lands, Mines and Communications*

Posts, Telecommunications, Civil Aviation, Meteorological, Road Transport, Lands, Surveys, Mines, Geological Survey.

*Member for Works and Housing*

Public Works including roads, buildings and water supplies, Town Planning, Housing.

*Member for Railways and Ports*

Railways, Ports, Marine.

The Member system of Government represents a substantial advance constitutionally and administratively : constitutionally, because it points the way to ministerial responsibility, and administratively, because it decentralises the conduct of public business from the Chief Secretary, while ensuring that all departments of Government are directly represented, through their respective Members, in Federal Legislative Council.

*Powers of Legislative Council*

The powers of the Legislative Council to make laws for the Federation extend to the matters set out in the Second Schedule to the Federation Agreement and Bills passed by the Council require the assent of the High Commissioner and of the Rulers expressed by a Standing Committee consisting of two Rulers. If the High Commissioner considers that it is expedient in the interests of public order, public faith or good Government that any Bill introduced, or any motion proposed for discussion in the Legislative Council should have effect, and if the Council fails to pass the Bill or motion within such time and in such form as the High Commissioner may think reasonable and expedient, the High Commissioner has "reserved power" to give effect to the Bill or motion as if it had been passed by the Council.

*The Rulers and the Conference of Rulers*

There is established under the Federation Agreement a Conference of Rulers consisting of all the Rulers of the Malay States. The Conference meets whenever necessary under the chairmanship of any one of the Rulers as may be selected at the Conference and meets the High Commissioner at least three times a year.

Except in cases of urgency the High Commissioner is required to send to each of the Rulers an advance copy of every Bill which it is intended to bring before the Legislative Council. Every new draft

salary scheme for Federal Public Officers and every draft scheme for the creation or major reorganisation of a department of the Federal Government is also sent to Their Highnesses and may be discussed in the Conference of Rulers if desired.

It is the duty of the High Commissioner to explain to the Rulers the policy of the Federal Government on matters of importance to the Malay States and to ascertain the views of the Rulers. It is also the particular duty of the High Commissioner to consult the Conference of Rulers from time to time upon the immigration policy of the Government and in particular when any major change in such policy is contemplated by the Federal Government.

### *The Malay States*

There is in each Malay State a State Executive Council and a Council of State. The State Agreement provides for the promulgation of a written Constitution for each State in conformity with the relevant parts of the Federation Agreement.

### *Executive Authority in the States*

Executive Authority in each State is exercised by the Ruler either directly or through State officers in his name. The Chief Executive Officer in the State is the Mentri Besar. State Executive authority extends to all matters which are not included in the sphere of the Federal authority; and the Ruler in the exercise of his executive functions is aided and advised by the State Executive Council.

### *Council of State*

The Council of State may pass laws on any subject :

- (a) other than those in respect of which the Federal Legislative Council has power to pass laws ;
- (b) in respect of which the Federal Legislative Council has, by law, authorised the Council of State to legislate.

A Bill passed by a Council of State requires the assent of the Ruler of the State. Any law passed by a Council of State is void in so far as it is repugnant to a law passed by the Federal Legislative Council. The Councils of State are empowered to legislate on matters relating to the Muslim religion and the custom of the Malays. In each State's sphere of responsibility each Ruler possesses a reserved power similar to that of the High Commissioner referred to above.

There is a British Adviser in each Malay State, whose duty it is to advise on all matters connected with the Government of the State other than matters relating to the Muslim religion and the custom of the Malays.



*The Settlements of Penang and Malacca*

The Federation Agreement incorporates the Settlements of Penang and Malacca into the Federation and provides that their administration shall be in such manner as His Majesty may from time to time prescribe by Order in Council. The Agreement provides for the constitution in each of the two Settlements of a Settlement Council, with legislative powers similar to those exercised by the Councils of State in the Malay States. The Chief Executive Officer is the Resident Commissioner.

There is a small Nominated Council for each Settlement with functions parallel to those of the State Executive Councils in the Malay States.

*Financial*

Schedules attached to the Federation Agreement define the sources of revenue for the Federation Government, on the one hand, and for the State and Settlements Governments on the other, and the Heads of Expenditure for which the various authorities are responsible. Where expenditure to which States and Settlements are committed exceeds their own revenue, block grants are made from Federal revenues to enable State and Settlements to meet their approved expenditure. In addition to the expenditure budgeted for by States and Settlements a certain sum is granted each year for expenditure on unforeseen services. The amount varies according to the expenditure of the State and Settlement concerned.

## THE ADMINISTRATIVE ORGANISATION OF GOVERNMENT

The seat of the Federal Government is in Kuala Lumpur and it is here the High Commissioner resides and the Federal Legislative and Executive Councils meet. Kuala Lumpur is also the headquarters of the General Officer Commanding, Malaya, whose command covers the whole of the Federation, and of the majority of the Federal Departments of Government. During the Emergency the Advanced Headquarters of the Air Officer Commanding, Malaya, has been established here.

The States and Settlements are divided into administrative districts in which the chief Government representative is usually the District Officer, a member of one of the Administrative Services who is responsible to the Mentri Besar or the Resident Commissioner for the general administration of the district. The smallest administrative units are the *mukims* into which each district is divided. These vary considerably in size in the various parts of the country and are in the charge of salaried headmen called *Penghulu* or *Penggawa*. The method of appointment of these Malay officials, upon whom the

District Officer relies for keeping in touch with village affairs and with small holders in rural areas, also varies in the several States and Settlements, but in practice they are the acknowledged representatives of the local community in which they live, as well as being officers of the administration.

In each State or Settlement there are both officers of State or Settlement Departments such as the Medical and Health and the Education Departments, who are responsible to the Mentri Besar or the Resident Commissioner, and departmental officers of Federal Departments as for instance the Telecommunications Department, and the Postal Department, who are responsible to their head of department in Kuala Lumpur, but work closely with the Mentri Besar or the Resident Commissioner and District Officers in any matters of concern to the State or Settlement Administrations.

Many administrative and departmental officers in the higher grades of the services are Asians and it is the policy of the Government to promote the training of locally domiciled personnel to fill senior appointments. Much has been achieved in this direction since the war ; but as the training of officers at Universities and Colleges, particularly for technical posts, takes several years the effective increase of local recruitment will not become apparent for some time.

Municipalities exist in Georgetown, Penang, in the Town and Fort of Malacca and in Kuala Lumpur, and are planned in other large towns.

With the passing into law of the Local Authorities Elections Ordinance, 1950, on the 1st January, 1951, the duty of granting a Constitution and making Regulations devolved upon State and Settlement Governments.

In Penang the Constitution and the Local Authorities Elections Regulations were laid before the Settlement Council on the 30th April, 1951, when the Constitution was granted and the Regulations became law. Under the Constitution a Council of six members nominated by the Resident Commissioner and appointed by the High Commissioner and nine elected members was created.

In the case of Kuala Lumpur, His Highness the Sultan of Selangor in Council granted the Constitution on the 27th March, 1951, and on the 1st May, 1951, the Constitution and the Local Authorities Elections Regulations were approved by the State Council.

Under the Constitution a Council of six appointed members and twelve elected members was created.

In Malacca the Constitution was granted on the 26th March, 1951 and the Local Authorities Elections Regulations were approved by the Settlement Council on the 19th June, 1951.



The Council is composed of nine elected and four appointed members.

The Municipalities impose rates and administer such matters as town planning, street lighting, town cleansing, conservancy, fire services and the licensing of theatres, lodging houses and certain trades.

Local matters in other town and village areas remain, in the majority of cases, under the control of Town Boards in the States and Rural Boards in the Settlements with the local administrative officer as chairman. However, as a result of the policy of the Government to encourage the establishment of democratic local government, Town Councils, with a majority of elected members, superseded Town Boards in the townships of Johore Bahru, Muar and Batu Pahat—all in the State of Johore—towards the end of the year. Further towns with a population of over 10,000 will take a similar step forward in 1953. The passing of the Local Councils Ordinance in July, 1952, set in motion the machinery for the establishment of Local Councils in the more advanced rural areas and new villages. The visit of Mr. Harold Bedale, O.B.E., Town Clerk and Solicitor of the Borough of Hornsey, England, in the latter half of the year gave a further impetus to progress in local government. His report on the Establishment, Organisation and Supervision of Local Authorities was published early in 1953.

There are in addition Licensing Boards in respect of the sale of intoxicating liquor and Drainage Boards in the coastal areas, composed of official and unofficial members, on lines similar to the Town Boards.

## Chapter IV

### WEIGHTS AND MEASURES

The standard measures recognised by the laws of the Federation of Malaya are as follows :

- (a) Standard of Length, the Imperial yard.
- (b) Standard of Weight, the Imperial pound.
- (c) Standard of Capacity, the Imperial gallon.

Among the Asian commercial and trading classes, Chinese steel-yards (called “*liteng*” and “*daching*”) of various sizes are generally employed for weighing purposes.

The undermentioned are the principal local measures of weight and capacity used, with their relation to English standards :

The <i>chupak</i>	...	...	—	1 quart
The <i>gantang</i>	...	...	—	1 gallon
The <i>tahil</i> ...	...	...	—	1 $\frac{1}{3}$ ozs.
The <i>kati</i> (16 <i>tahils</i> )	...	...	—	1 $\frac{1}{3}$ lbs.
The <i>picul</i> (100 <i>katis</i> )	...	...	—	133 $\frac{1}{3}$ lbs.
The <i>koyan</i> (40 <i>piculs</i> )	...	...	—	5,333 $\frac{1}{3}$ lbs.

The more common local measures of length in use are :

2 <i>jenkals</i>	...	...	...	—	1 <i>hasta</i>
2 <i>hastas</i>	...	...	...	—	1 <i>ela</i>
2 <i>elas</i>	...	...	...	—	1 <i>depa</i> (1 fathom or 6 ft.)

Other weights in common use are :

10 <i>huns</i>	...	...	...	—	1 <i>chi</i>
10 <i>chi</i>	...	...	...	—	1 <i>tahil</i> (1 $\frac{1}{3}$ ozs.)
1 <i>bahara</i> (3 <i>piculs</i> )	...	...	...	—	400 lbs.
1 <i>kuncha</i>	...	...	...	—	160 <i>gantangs</i>
1 <i>nalih</i>	...	...	...	—	16 <i>gantangs</i>
1 <i>gantang</i> of <i>padi</i> ...	...	...	...	—	5 lbs. approximately
1 <i>gantang</i> of rice (milled)	...	...	...	—	8 lbs. approximately

Measures of area in use only in the States of Kedah and Perlis are :

4 square <i>depas</i>	...	...	...	—	1 <i>jemba</i> (144 sq. ft.)
400 <i>jembas</i>	...	...	...	—	1 <i>orlong</i> (1 $\frac{1}{3}$ acres)
1 <i>relong</i>	...	...	...	—	.71 acre
1,210 square <i>depas</i>	...	...	...	—	1 acre





## Chapter V

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# MALAY PENINSULA















# MALAY PENINSULA

SCALE OF MILES



CHINA SEA

THAILAND

KEDAH

KELANTAN

TRENGGANU

PERAK

LANGKAWI ISLANDS

Cameron Highlands

PANGKOP



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